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FEDERAL ENERGY PUBLIC AFFAIRS;
ITS INCEPTION, EVOLUTION AND EFFORTS
TO CHANGE A NATIONAL LIFESTYLE

Dan L. Davidson

THE AMERICAN UNIVERSITY

FEDERAL ENERGY PUBLIC AFFAIRS;
ITS INCEPTION, EVOLUTION AND EFFORTS
TO CHANGE A NATIONAL LIFESTYLE

INDEPENDENT RESEARCH PROJECT
SUBMITTED TO THE FACULTY OF THE
PUBLIC RELATIONS PROGRAM
IN CANDIDACY FOR THE DEGREE OF
MASTER OF SCIENCE IN PUBLIC RELATIONS

COLLEGE OF CONTINUING EDUCATION

BY
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WASHINGTON, D. C.

MAY 1975

T166573

Thesis
D16367

ACKNOWLEDGMENTS

A number of people and agencies have provided enormous assistance prior to and throughout this project.

First and foremost, my sincere thanks to the U. S. Navy and to the Navy Office of Information in Washington, D. C. for allowing me the opportunity to pursue graduate studies on a full-time basis. For this privilege I will always be grateful. To have completed this degree and this study on a part-time basis would have resulted in a vastly reduced academic gain for me and would not have permitted the research time and effort which went into this paper.

Next, I owe much to the Federal Energy Administration in Washington, D. C. for permitting me to do research through direct observation and on-scene interviews. My special thanks go to Mr. Robert E. Nipp, Director of the Office of Communications and Public Affairs, and to his Special Assistant, Mr. Edward H. Koenig. These two gentlemen were at all times candid and open with me and permitted me access to any aspect of the organization I wished to study. At no time did I feel restricted or "kept away" from any information. Also, within FEA, I owe special

thanks to two lovely "front office ladies", Cathy Hamilton and Caroline Huber, who put up with my phone calls and questions and were always providing cheerful help when I needed to find someone or something. Finally, I am most appreciative of all the personnel within FEA whom I interviewed. Each of these people (too many to list by name here) spent their busy time carefully providing answers to my questions and giving me helpful insight into the internal structure and function of the public affairs office of the Federal Energy Administration. Without their help, for example, I would not have been able to compile the history of the office from its beginnings. Thanks to them it may be that this is the only place where such documentation exists.

Beyond the U. S. Navy and the Federal Energy Administration I am indebted to Dr. Douglas C. Bauer, a close personal friend whose deep thinking and astute observations of the energy problem not only inspired me but gave me the impetus I needed to accomplish certain phases of the research. I will always admire his intelligence and his scholarly method of analyzing and attacking problems.

I often needed the aid and good counsel of Dr. Kenneth Rabin of the American University staff. Dr. Rabin's good advice and his ability to lead neophyte theses writers through the forest of problems involved in

such a project were invaluable. He too, was most patient and didactic throughout this effort. I appreciate his help and friendship.

And finally, my exceptional wife, Edie, pushed me when I needed it, let me alone when it was necessary, kept my two lovely children quiet while I worked, fed me well, and was the greatest companion and helper a person could ask for during not only this paper but throughout my graduate studies. She, for example, gave me a small two-ounce bottle of pure Pennsylvania crude oil from Titusville, Pa. (site of the first oil well in this country) for Christmas of 1974 as a reminder that I still had to get to work and write this theses on the energy crisis. I only hope my writing won't be as crude as that oil!

p.s. With my own work done, I must now give thanks and the great credit due to Mrs. Pam Wells for typing the final copy of this paper. Pam, I'm sure, suffered greatly for long hours in producing the professional job which she did. My ten thumbs could never have done the job and Pam's work was carefully and conscientiously done.
Thanks, Pam.

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CHAPTER I

INTRODUCTION

It all began in Titusville and Pithole.

Titusville?? Pithole??

OIL!!

According to the Journal of Petroleum Technology "The birth of the oil industry on August 27, 1859, was spectacular and its later history has been colorful and romantic." ¹ As we look at it now that may be an understatement.

The first oil well in the history of today's massive oil industry was constructed by Edwin L. Drake at Titusville, Pennsylvania. It was built on a site of an oil seep which had been used by the Seneca Indians and by early settlers. ²

Excitement in the area, it is said, exceeded even that of the California gold rush of ten years earlier. The fever of oil spread to nearby Pithole, Pennsylvania, a short-lived oil boom town. Although Pithole is now a ghost town overgrown by the Allegheny Forest, it gained its fame by springing to life overnight and becoming the location of the world's first commercially successful oil

pipeline. This pipeline revolutionized the transportation of oil and its effects are still being felt today in such places as Alaska and elsewhere.

A little booklet about Pithole tells us the town had no sewage treatment facilities, little water, lots of liquor and that the "unpleasant smells of human habitation, plus the aroma of crude oil, resulted in many visitors' first impressions of Pithole being through the nose." 3

In some circles it might still be said that the oil business is a "smelly" one. Certainly the large multinational oil conglomerates have come under increasing criticism and suspicion today as oil prices continue to rise and the energy crisis becomes more acute.

Energy, oil, "the crisis"--and the stupefying number of ramifications of the problem--have been on front pages of this country's newspapers for nearly two years as of this writing. Every indication is that they will remain there for a long time to come.

It is this problem, communicating the reality of the energy crisis, that will be explored in this study.

Objective

In effect, efforts are being made by professional communicators to change a national lifestyle--even an international lifestyle. This is being done in many quarters.

Certainly the oil companies are involved, utilities are in the act, and many advertisers have begun slanting their materials toward the energy crisis. But the focal point in this paper is the communication effort of one agency of the federal government: the massive campaign to tell the energy story being waged by the Federal Energy Administration.

This paper, then, will look into the public affairs and communications efforts of the Federal Energy Administration (FEA). It will examine the inception of this function in the days when all was chaos and the Federal Energy Office (FEO) was being established. It will follow the progress of public affairs in the FEO as it grew and developed into the FEA. And it will move through that evolution to a close look at FEA public affairs today.

The story is an interesting one. And unique. It is perhaps the only "emergency" public affairs function set up under crisis conditions by the federal government which still remains in existence. There is significance in how it was formed, how it developed from initial chaos to full bureaucracy, and how it now performs. This "childhood" of federal energy public affairs efforts is unique in both its inception and its development.

Reason for interest in the subject

Like many citizens, this writer became interested in the "energy crisis" in its early days. There was great

concern that homes would be cold over the winter of 1973. There were lines hundreds of cars long waiting at gasoline stations for small allotments of fuel. An oil embargo had suddenly put this country's energy status in jeopardy as the middle eastern nations began to wield their natural resource power. Schools, hospitals and other institutions began drawing up emergency plans in case they got caught short. In sum, there was mild--and in some cases, very real--panic in this country. And certainly a lot of consternation, as well.

On December 15, 1973 the author and his wife held an "energy crisis party". Pot luck food dishes were prepared using minimum energy, old-fashioned oil lamps were used for lighting instead of the less economical electricity, the heat was turned down and everyone dressed warmly. Newspaper clippings on the situation were posted on a bulletin board. And an expert from the newly formed FEO was invited to give everyone an overview of the problem.

The reaction from the guests was that the evening had been enlightening. No one knew much about the crisis then. And soon everyone, literally everyone, would have to face it.

From this beginning, the author began more intensive research into the problem.⁴ Knowing people who worked at FEO and also some who worked at that time with Governor Love's White House energy policy staff helped

greatly. And certainly voluminous amounts of material on the energy situation were suddenly appearing. The media seemed to have temporarily forgotten all other national problems. The media impact of the problem and its publicity made energy public relations even more interesting, and challenging.

So, from this early interest in late 1973, the writer began gathering materials, conducting interviews, clipping newspapers, and "keeping an ear to the ground." This hobby-like interest soon grew into a full-fledged study proposal which ultimately involved many hours at libraries and on the scene at the Federal Energy Administration's Office of Communications and Public Affairs.

Over a period of a little more than a year, some insight was gained into government efforts to understand and especially to communicate the problem and its possible solutions to the American public.

And it became obvious that, indeed, it would be necessary to mount a campaign that would attempt to make significant changes in a nation's lifestyle.

Significance of the energy problem

The problem itself is a massive one: Not only the actual and very real shortage of petroleum, but also the difficulty of convincing people of this reality and then persuading them they must participate in coping with the problem.

It is difficult to know how to attempt in this paper to give a "feel" for the magnitude and significance of the energy crisis. The evidence is overwhelming. The messages are many. In fact, there is so much to consider that the quick overview presented here is by no means adequate. Be that as it may, the following chapter scans the surface of "energy." The discussion moves on in later chapters to the communication effort itself.

Never in history has so much media interest revolved around energy and energy sources. There is a strong focus on the subject. And the ramifications are endless. Look at some of the recent media stresses: aviation fuel shortages and airlines in trouble, strip mining, Alaskan pipeline, Arab oil embargo, gasoline prices and lines at the pumps, brownouts, New England home heating fuel shortage, atomic energy, solar energy, environmental considerations, re-development of coal as a source of power, pollution control devices in automobiles, legislation to force Detroit into making conservation-oriented automobiles, court cases of government versus oil or citizen groups versus industries, oil spills on beaches, construction of super tankers, effect of pollutants on the ozone layer of our atmosphere, crime increase in streets where there is no street lighting, new engines being developed, stress on mass transit systems, forced use of car pools, cries of "help" from the trucking

industry, drop in new car sales and a rise in bicycle sales, Presidential policies and plans--the list could go on indefinitely.

Oil on this planet is a finite resource. With exploding world population, the resource is being depleted faster than ever before. Right now, until--hopefully--technology can bail us out, it is a commodity that we must have. We need it to move, to transport, to get to work, to make things, to heat homes and schools and hospitals. And on and on and on. Oil supplies are not growing. They are finite. People must realize this.

We have a problem that will not go away.

Even advertising seems to have undergone a change. Where once companies were urging us to "buy, buy, buy" and, in effect, to "waste, waste, waste", they are now stressing not product consumption but corporate image. This is especially true of advertising by the oil companies and utilities. Gas companies have gone, for example, from hard sell on outdoor gas lamps to trying to discourage their use as wasteful. Oil companies which used to tout their gasoline have begun telling consumers how to get the best mileage from their cars and asking people to think about mass transit. Regardless of the motivation behind these new ad campaigns; this is the kind of support government must have from American business if it is to be successful in moderating the energy crunch.

The United States is the largest per capita consumer of energy in the world today. We use some 35 percent of the energy resources but have only six percent of the population. We have enough coal, we are told, to provide for our energy needs for centuries. On the other hand, there is some evidence that the pollutants from coal usage are destroying the vital ozone layer in our atmosphere. Further, much of our energy consumption is "constant". For example, although industry can become more efficient it still must use a certain amount of energy. And industry is essential to our economy.

According to Dr. Douglas Bauer of the FEA, some 43 percent of the energy we use in this country goes to industry, about 24 percent is expended in transportation, 19 percent in residential use, and 14 percent to commercial uses. He adds that nearly 80 percent of the transportation segment is used for passenger service, mostly automobiles.⁵

About the only place where reductions in energy consumption can be effected voluntarily, or forced, is in transportation. For this reason, most of the public attention in the crisis has been focussed on gasoline and cars. This, of course, is an action which is highly visible to consumers and can be a major source of frustration and aggravation. The implications for either public relations or government public information are many.

The magnitude of the problem is almost frightening. Dr. Bauer's figures show that by 1990 we would need 67

million barrels a day; but supply is projected to be only 44 million, a daily gap of 23 million barrels of oil. And as hundreds of newspaper articles have shown, price is being raised astronomically by the oil-rich nations. Dr. Bauer says "our future dilemma is how to keep the gap as small as possible at acceptable economic and environmental costs." 6

A special issue of Congressional Quarterly attributes the energy crisis to several factors: 7

" - Skyrocketing, apparently unquenchable national demand for all kinds of energy, and lifestyles which squandered it.

- Leveling off in output of domestic fuels. . . and decline in coal production.

- Increased environmental consciousness, which forced cutbacks in the use of certain polluting fuels and stymied efforts to construct a number of nuclear power plants. . .

- Federal policies which held down the price of natural gas and restricted oil imports while scrimping on funding for research on a series of new energy sources."

The same issue of Congressional Quarterly adds that "Federal authority over energy policy was scattered among 64 departments and agencies, and that proliferation led to similar jurisdictional squabbles among competing congressional committees." 8

Much more could be said on the problem, its magnitude and its ramifications. Some of this will be touched on in the review of the literature. Certainly, enough has been said and printed and heard to convince people the problem is real. And that it is a lasting problem. But will people believe? And will they react? And act? There are so many things being said, what are people to believe? Can responsible public relations efforts be effective? Therein lies the challenge to those involved in communicating the problem, especially to those in public affairs at the Federal Energy Administration.

Role of FEA and its public affairs function

Again it seems appropriate to go back to a man on the "inside", a man who has been with the federal aspect of energy since the beginning of the crisis. Dr. Bauer, quoted earlier, has said that "our most difficult public-sector task will be to retain the attention and commitment of Americans and all their private institutions to reduce the energy required for affluent amenities we have come to take for granted. Many will think the 'war' is over when, in reality, it has hardly begun for us and the outcome will fall most heavily on our children." 9

This seems to put the role of FEA public affairs in a neat, but knotty, nutshell.

John Q. Public, it would seem, will only believe there is an energy crisis when lines get long at the gas

station or when his home gets cold or when he gets laid off from his job. Without those highly visible signs and sufferings, the average person does not really relate to the whole of the problem. Nor does he want to. And therefore, he is reluctant to do anything about it. It is easier to wait "for the government to do something." Or to tell oneself that it's really the other guy's problem.

Worse, even if he becomes a believer, that state of being, and the beneficial actions it might bring, only tends to remain with him temporarily. And then it wears off.

Even a professional communicator can only hit someone over the head so many times before his messages become ineffective.

To add to the problem as far as FEA is concerned is the general public lack of confidence in the credibility of government. All one has to do to realize this is read the polls, or review Watergate, or look at the CIA's recent actions, or the White House's many problems.

And to top it all off, the American citizen is faced today with a stunning blitz of other crises. All are vying for his attention. And all are becoming critical. Just look at part of the list: energy, ecology, credibility in government, credibility in business, inflation, recession, crime, food shortages, housing shortages, rising prices for everything! It's a depressing

world at times and the problem of energy is just another of the many which, by their very presence and constant exposure in the media, have anesthetized the public into inertia. We are in a state of shock and we don't really want to have to face each and every problem by confronting it and acting upon it.

The Federal Energy Administration, the focal point of the government; efforts to cope with the energy aspect of future shock, is unique. It began in an emergency and was simply "thrown" together. Other agencies at least began with some organization and some planning. And those that didn't were only short-lived. FEA, on the other hand, was thrown together and told to get the job done. The job may never be done completely; it has become a long range international crisis which must be faced. So FEA came alive, grew "like Topsy," and now must settle into the rest of bureaucracy. The crisis is not over but neither is the evolution of FEA.

It would seem to this writer that the role of FEA public affairs is four-fold:

1. to assist the public in understanding the problem/crisis.
2. to somehow show the public it can actually "enjoy" the crisis (this may not be possible, but not too many years ago we managed to be neighborly and Christian

while living with oil lamps, outdoor plumbing, little or no electricity, and a lot more walking).

3. to show how essential it is to have everyone's cooperation and to encourage the public to work at solving the problem together.

4. to encourage everyone to help in spreading the word on the realities of the problem and what each of us can do to help.

Anthony Downs, in The Public Interest, discussed public attitudes in an article on ecology. He summarizes nicely the crux of the communication problem facing FEA: "American public attention rarely remains sharply focussed upon any one domestic issue for very long--even if it involves a continuing problem of crucial importance to society. Instead, a systematic 'issue-attention cycle'. . . influences public attitudes concerning most key domestic problems. Each of these problems suddenly leaps into prominence, remains there for a short time, and then--though still largely unresolved--gradually fades from the center of public attention." 10

And therein lies FEA's public affairs challenge.

FOOTNOTES

1 Parke A. Dickey, "The First Oil Well," Journal of Petroleum Technology, January 1959, p. 14.

2 Today the site with a replica of the first oil well is open to visitors under the auspices of the Pennsylvania Historical and Museum Commission.

3 "Pithole: Vanished City of Oil," (Titusville: The Titusville Herald, Inc., 1962), p. 12

4 Interest in the public affairs aspects of the crisis was heightened even further by the fact that the writer is a public affairs specialist for the U. S. Navy.

5 Dr. Douglas C. Bauer, "The Energy Problem," Cornell Alumni News, July 1974, p. 12

6 Ibid.

7 "Energy Crisis in America," Congressional Quarterly, (special issue), 1973, p. 3.

8 Ibid.

9 Bauer, p. 15.

10 Anthony Downs, "Up and Down with Ecology," The Public Interest, Summer 1972, p. 38

CHAPTER II

REVIEW OF THE LITERATURE

Overview

A wealth of reference sources was found scattered here and there. Literature on the energy situation itself came mostly from periodicals and appeared in urban and rural as well as international publications. It seems everyone from the back woods to megalopolis in every nation is interested in the problem.

The literature reviewed here can be broken into three categories: energy; government public affairs in general; and government public affairs in the energy crisis. The first category itself can be subdivided into the period prior to "the crisis" and the time since the crisis began. But no matter how the literature examined here is divided, the categories are quite uneven.

The first category is overwhelming, but only that portion since the crisis began. It is both interesting and significant that prior to the "crisis" there was very little information published on energy. The literature is restricted to materials on oil or other forms of energy in general. Books are available on refining, geological methods of

discovery, uses of energy, various forms of energy, sources and major international locations of crude oil, and so forth. But this literature is general and touches only in a limited way on the finite nature of oil or upon the futurology of energy.

On the other hand, as one can easily see, information in print since the crisis began in late 1973 (about the time of the Arab oil embargo and the subsequent problems) is prolific. The amount of information appearing in all media is far too numerous to cover here so only sampling will be cited. This will be done chronologically and will focus almost exclusively on periodicals and newspapers. This is true because so far there has not been enough time to get books into print on the subject; also, the situation is changing too rapidly to make a book-size effort practical.

The second category is rather sparse. Very little has been printed on government public affairs/public information. Much of what has been printed is case history material; a small amount deals with the theory of government public affairs which is very similar to the theory of any public relations activity. Beyond internal agency manuals, there is very little literature specifically on government public affairs procedures and theories. It is postulated that the reason for this lack of a formalized body of literature may be the quasi-status of government public relations

itself. Since 1913 a law has been on the books which prohibits the federal government from hiring "publicity experts".¹ Although this law has never really been enforced, it still remains in effect and has prevented government information activities from having a truly official, "honest-line-of-work" status. For government to get out from under this stigma will require repeal of this law and an effort to legitimize and clearly define the role of the public affairs officer (PAO) and his proper status in government. And PAOs will have to be truly professional to deserve this status.

It is in part due to this undefined status of the PAO in government that public affairs has been largely trial and error work until recently. Although one might have a grasp of good public relations theory, it was still necessary to try something first to determine if it was acceptable within the federal establishment. Although the theory may have been known, a general lack of appreciation and understanding of public affairs has kept the practice from gaining the acceptance it deserves.

In the FEA, this general problem was alleviated greatly through the technique of bringing in experienced public affairs personnel from other agencies. These men brought with them their expertise and their knowledge of "what would work." This gave FEA a head start as a new agency.

Category three, it is believed, is non-existent to date. It may be that this paper will constitute the first effort in the field. At present, there are no public affairs "operating manuals" within FEA. Such manuals, if they existed, would be the only literature specific to this topic. As of now, FEA public affairs procedures and theories exist entirely in the heads of those employed there and in scattered individual documents. Although there are plans for such a manual, policy now lies exclusively in the day-to-day discretion of the Administrator of FEA and his Director of Communications and Public Affairs.

Research for this paper also failed to uncover any previous original research on the subject of public affairs at FEA. This is, of course, exclusive of any internal studies conducted within FEA such as a management study of public affairs which will be mentioned later in this paper.

Therefore, this paper may serve in some small way to illuminate both the history and the functions of FEO/FEA public affairs. Hopefully, it may be of value to future students of government and/or government public affairs.

Energy literature

This section of the review, then, looks at some of the literature on energy and the energy crisis itself. This includes general materials, such as flyers and brochures.

It also includes "heavier" published material such as books and reports, most of which appeared prior to the crisis. Material in the latter category was gathered over a year's time and covers events as they occurred at the beginning of the energy crisis. The time period covered is from late 1973 (the Federal Energy Office was officially established on December 4, 1973) through late 1974, the period of the first complete year in the life of federal energy public affairs.

The few books on energy itself are general in nature and most were only of value for background purposes. Almost all were written prior to 1973.

For example, one widely-read book on the subject is entitled The Politics of Oil written by Robert Engler in 1969. Engler describes his work as a study of the nature of corporate power and its impact on American politics. The book deals with the influence the oil industry has in government through its lobby, through ex-oilmen working in government, and through its wealth. It suggests, prophetically, that the oil business is its own private international government. It would seem the oil-rich nations of today may have similar thoughts.

The Ford Foundation currently has its own Energy Policy Project which is studying the many aspects of energy and has compiled materials on lifestyles, decision making, foreign policy, the quality of life, and other matters connected with energy. 2

A particularly serious aspect of energy is brought home in a book by Howard T. Odum, a professor in environment engineering at the University of Florida. In his book Environment, Power and Society, Odum discusses the principle of energy degradation, contending that any process which turns potential energy into useful energy must lose something along the way as heat--the "energy tax" paid in the process. To stress the "once it's gone, it's gone" nature of oil, Odum adds that "any procedure is unidirectional, and the use and reuse of potential energy are not possible in the processes on earth."³ This can be put in more practical terms when one understands that about eighty percent of the energy in oil is used up in converting the fuel to electricity and in transmission losses before it is used by the consumer. This alarming fact is further emphasized in a booklet by the U. S. Department of the Interior, U. S. Energy Through the Year 2000. The booklet discusses the gross energy inputs into our economy which will be required in the future. It also tells us that conversion losses (such as converting oil into electricity as mentioned above) in 1971 amounted to an estimated 11,936 trillion B.T.U.s; by the year 2000 the loss is predicted to be 51,830 trillion B.T.U.s.⁴ In other words, our world wastes energy just making energy!

Another of the recently published works uncovered was The Energy Crisis by Lawrence Rocks and Richard P. Runyon.

The book was published in 1972 and, since it preceeded the actual crisis as we know it, had to be rather forward-looking. The authors stress the criticality of energy; its many uses and the fact that it is being depleted at a frightening rate. Many problems are investigated from coal to atomic energy to exploding world population to the international aspects. The predictions are very sobering. The Energy Crisis is good background reading for anyone who wishes to have an appreciation of the complexity and severity of the problem.

Credit for producing valid energy documents must also be given to some of the oil-producing nations of the world. Embassies of the major oil producers were contacted and they provided a wealth of material. Most of this information is fairly current. Obviously, it presents their side of the story but that side is one we cannot afford to ignore; after all, they are in the driver's seat. Materials ranged from an Arab Economic Review to a two-volume Algerian publication, Petroleum, Raw Materials and Development, to a League of Arab States booklet "The Significance of Arab Oil." There is even a pamphlet published by the Arab Information Center entitled "More in sorrow than anger...the Arab case for Oil and Justice...a message to the American people." All these materials provided insight into the problem and gave some feel for the "other side of the story." Energy truly is a complex international problem. And this type of

material shows that it is not only the United States which is engaged in public relations activity where energy is concerned.

For the interested reader, there are also official Congressional materials on energy. Two recent efforts of some significance are "Major Energy-Related Legislation Pending or Acted on by the 93d Congress" and "Staff Study of the Oversight and Efficiency of Executive Agencies with Respect to the Petroleum Industry, especially as it Relates to Recent Fuel Shortages." ⁵ Also, Congressional Quarterly, Inc. published a very interesting special booklet in 1973 called Energy Crisis in America. This publication not only has basic facts but also contains Congressional studies and a fairly comprehensive energy bibliography.

One last publication will be mentioned here, and referred to in more detail later, because it has become significant in the literature on energy. Its title is Project Independence: A Summary, researched and written by the staff of the Federal Energy Administration and made available in capsulized form on November 12, 1974. It was done in conjunction with other government agencies to evaluate this nation's energy problems. It also attempts to provide a framework for developing a national energy policy for the first time. Earlier publications are also available on Project Independence, including transcripts of public hearings on the project held in several locations

across the country. The Summary is important because it represents the first published effort to summarize the crux of the problem for the American people. All the piecemeal information has been brought together along with analyses of various aspects of the situation.

A few other books and materials will be referred to in other chapters. Most references of significance encountered during research are contained in the bibliography to this paper.

Periodical and newspaper chronology .

Moving on to the world of periodicals and newspapers, an abundance of material on energy began to "well up," as it were, in late 1973. This was stimulated initially by the Arab oil embargo and continued in prominence because of the resulting crisis which this nation, and others, faced.

This writer began clipping newspaper articles (primarily from Washington newspapers) in late 1973. Also, a review of materials published in other major periodicals was undertaken throughout the year of this study.

To give the reader some idea of the magnitude of current literature, hardly a day went by throughout the year without an article in the newspaper about energy, the energy problem, or government actions in the situation. A search through The Reader's Guide to Periodical Literature showed entries far too numerous to track down. Suffice to say that,

in entries in Reader's Guide beginning with October 19, 1973 and continuing through July 25, 1974 (the primary period surrounding the beginnings of the crisis), the total number of entries listed under "petroleum" alone ran to 485 separate items! Had cross references, or other categories such as "embargo" or "atomic energy" been used, the number would have been far greater.

To quote from each article on energy from late 1973 to date would, of course, be redundant, but a quick look at newspaper and periodical articles during the period may give a feel for the scope of the problem. Especially, it may help foster an appreciation of the magnitude of the challenges confronting FEO public affairs.

It needs to be emphasized that materials in periodicals have been constant, pervasive, problematical, and "hot news" since the crisis began. From these newspaper and major magazine articles the writer will attempt to draw a sketchy chronology. Quotes will only be used where needed to amplify a point.

Late in 1973, the Arab oil embargo occurred and it was covered extensively. In the aftermath of that action came articles analyzing the repercussions. Time, in its November 12, 1973 issue, carried an article called "Spreading Shock Waves" which looked at a future of sharp rises in electric costs, higher costs for housing materials, and the elimination of hundreds of commercial airline flights. Time indicated

nearly all phases of life would be affected and added that even sales of long underwear were up 25 to 30 percent in anticipation of the cold. The next week, November 19, Newsweek's article, "Facing Up to Cold Reality", looked at the situation and called the world "frightened." The magazine said Americans were finally realizing the crisis might make profound changes in their way of life. As evidence, Newsweek talked about unemployment, lowered thermostats, energy sources and uses, and the effect of the crisis on nations of the world.

The reaction in small rural areas was also interesting. An editorial in the Blue Hill, Maine Weekly Packet of December 13, 1973 pointed out that one government spokesman said the crisis was extremely severe and another said it's not so bad. In short, said the Packet, "... we really don't know what's going on." This is just one example of the communication gap faced by FEO.

Many end-of-the-year commentaries tried to look at the oil-producing nations and analyze what they might do; others began to put blame on U. S. oil corporations. Two Washington Post articles on Christmas Day pointed up the range of emotions: one said William Simon, director of FEO, was confident the nation could meet the crisis; the other told of Maryland's Energy Policy Office receiving up to 200 calls a day. A spokesman for that office said "The people are nervous, frantic. Some are in tears, and some just call to make sure this is the right place to call when they do run out of heat." 6

On December 26, 1973 the Post ran a front-page story saying many people doubted the crisis was real and did not understand its complexities. Certainly, this type of article pointed out the realities of the situation: that communicating the crisis would be a challenge of major proportions. Within four days, the Post ran a commentary by Michael Kieran entitled "The Energy Crisis is Obsolete." And here again, the lack of understanding and willingness to accept the energy crisis is vividly displayed. This public disbelief (or unwillingness to believe) is highly significant. The "ostrich technique" itself created a communication problem. People refused to accept the reality of the crisis and looked elsewhere to place the blame or find reasons. It didn't matter what they read or were told.

Other articles began to tell about the fuel allocation plans and the hue and cry surrounding them. Perhaps worst of all from a long-range point of view, we began to read stories with headlines like "Soaring Oil Costs Threaten to Swamp World Economy." More than ever before people were beginning to realize that world economy is tied to oil and to the monies that change hands for it. The world's economy is probably interlinked to a greater extent today than ever before. If kept before the public, this fact could actually be an asset to public information efforts and to motivation.

Moving into 1974, William Simon began announcing fuel conservation measures, limits on gas sales, and other

actions. Once the embargo is lifted, Simon said, the President's toughest task will be "to keep the American people awake to the fact that we are going to continue to have shortages"? Articles also appeared on the need for journalists to report the crisis accurately and in depth. The Federal Trade Commission was urged to act on "misleading" energy advertising by oil companies and utilities. Polls began to crop up, early ones blaming oil firms for the crisis and others blaming the federal government. Automobile sales began to drop; a report on January 16 showed a 27 percent slump in sales of U. S. automobiles. And a very interesting article appeared in the New York Times on January 31 contending the oil companies had been disdainful of the public in their public relations and advertising programs. Now, said the Times, these same companies find they must explain their position and are using self-serving, defensive, too-late advertising. Even corporate public relations was caught in the crunch.

For anyone interested in pursuing the situation of oil company public relations, a good starting place is an article in the Columbia Journalism Review, January/February, 1974. The article, called "The Oil Companies and the Press," claims almost no one likes the oil companies. "If the press and the oil companies had been keeping an enemies' list in past years, each might have put the other

at or near the top." ⁸ The article indicates oil company public relations had been too passive and now that public interest has grown to unprecedented proportions, oil companies now need massive and energetic public relations programs.

In February, truckers began protesting rising fuel costs by striking. Food became short in markets. Stories abounded about long gas lines and short tempers.

Rowland Evans and Robert Novak discussed William Simon in two of their syndicated columns on February 6 and 27. The first said Simon's "honeymoon" was over, that he must now simultaneously defeat his bureaucratic rivals, recharge the FEO, and cure the long gasoline lines. The writers concluded "Excepting President Nixon himself, nobody in Washington faces a harder 1974." ⁹ How true that turned out to be! The second column said Simon had to fight two fronts: one the disruption caused by reduced amounts of gasoline and the other a White House in the midst of Watergate that played down both the problem and the frenetic measures pressed by Simon.

By March the gas line crunch had been alleviated and one could fill one's tank. Newspapers continued analysis of the crisis and Nixon ruled out rationing. Things seemed to be softening. Perhaps the biggest trend can be seen in articles like "Simon Sees Continuing Fuel Crisis".

FEO now had the task of convincing Americans who could buy all the gas they wanted--although at a substantially higher price--that conservation was still essential. Even a Washington Post editorial on March 14 said gas now was mysteriously available and asked "Is the Gasoline Shortage Real?" 10

Another problem cropped up for Simon when a wire story announced on March 6 that 58 former oil-industry employees were holding key jobs with FEO. On the surface, this tended to show collusion and a lack of credibility on the part of both FEO and the oil industry. At the time, however, no one asked just where FEO was to get people with knowledge and expertise in the business of oil.

In late spring of 1974 media coverage of the energy crisis began to taper off somewhat. Numerous stories still appeared but the intensity, and public interest, had lessened. In fact, the Washington Post ran a story on April 13 headlined "U. S. Seen Apathetic on Energy Situation." Once again, we are made aware of the major problem faced in this communications effort: public apathy. In the meantime, FEO got a new Administrator, John C. Sawhill, and a Washington Post editorial of April 24 said he had a great amount of influence and flexibility in his job because of the emergency situation. This power, the Post said, would probably be reduced as FEO grew and became more bureaucratic.

A major article in which FEO public affairs had a hand appeared in U. S. News & World Report on May 20.¹¹ It was an interview with Mr. Sawhill and covered a variety of questions concerning energy.

In early August FEA (FEA had officially become FEA by then) was criticized for not keeping a close watch on fuel supplies and not requiring compliance with allocations. The Pittsburgh Post-Gazette ran an article discussing the alternatives in the fuel shortage and telling readers the energy crisis was here to stay. The paper said "Over the next 10 years you can expect energy to raise prices, change lifestyles, provoke environmental battles and hamper economic progress."¹²

Toward the end of 1974 President Ford gave strong warnings to the oil nations about their rising prices. A gas tax was being considered. There were stories about employees at FEA quitting and morale sagging under the pressure there. More and more was being said about conservation and alternative sources of power. The skyrocketing wealth of the Middle Eastern nations came under fire. The government began to stress developing ways for the U. S. to become energy-independent. True, interest and coverage had lessened by this time. But the trend had changed to more long-range thinking, more research, more bureaucracy, and a moving away from crisis reaction to positive future planning. Federal energy action, and its

public affairs, had grown out of its infancy into its childhood and was now expected to produce rational alternatives and communicate them to a public that didn't really care.

To top it all off, the most highly-publicized event of the year occurred right in the middle of the energy problem. President Nixon resigned on August 8 in the wake of Watergate and Gerald Ford became President on August 9. In fact, Watergate and its widespread publicity had for some time been taking the media luster off the energy problem.

The preceding section on energy and energy crisis literature has been lengthy because the extensive and intensive coverage in the media has been significant in shaping the public affairs role of FEA. All media, including radio and television, have given voluminous coverage to the crisis. FEA and its public affairs personnel must know and use these media effectively to communicate their message in the face of long odds.

Only a tip of the vast media iceberg has been presented here. But it sets the scene, it shows the challenge, it points out the problems faced by FEA, and it indicates the magnitude and severity both of the crisis itself and of communicating the crisis.

Public relations literature

Moving now to literature pertinent to public relations and government public affairs, there is far less from which to choose. Primarily, this literature is either highly general or so extremely specific as to be of little direct value in this study. For example, there are a number of books which serve as primers in public relations and cover the entire waterfront in one volume. On the other hand, some texts are specific to such detailed subjects as film making or publication design. Neither category was of great direct value in preparing the writer for the speciality of energy crisis public affairs.

It must be said, however, that 12 years of experience in government public affairs, coupled with the numerous books read and classes attended in the course of graduate studies, have been enormously helpful. Many books which have background value are available in public and university libraries. A number of these can be found in the bibliography to this paper. The combination of practical experience and academics has provided valuable knowledge and insight into the problems and functions of government public affairs. And this, of course, was most useful in this project.

In the category of primers on public relations one must look to Effective Public Relations by Cutlip and Center, Dartnell's Public Relations Handbook by Darrow,

Forrestal and Cookman, and to other references of a similar general nature. One basic text found to be particularly practical and useable was Promoting Your Cause by Howard Bloomenthal. This book deals with the basics of communication: audience, message, objectives, motivation, research, media, etc. and is a nice overview on producing campaigns to sell a message or a product.

One can even learn certain communication philosophies and techniques from various books on propaganda. Such books are concerned with human attitudes and reactions, motivation, effects of repetition and many other aspects of "selling" a message. All this can have value to the practitioner. Examples of two books in this area would be Techniques of Persuasion by J. A. C. Brown and Propaganda: The Formation of Men's Attitudes by Jacques Ellul.

Edward L. Bernays, an early pioneer in public relations, has some worthy words of counsel in his book Engineering of Consent. Bernays tells us that, properly done, it is possible to convince one's fellow man of nearly any idea. This idea must then be imbued with the communicator's own ethics, but the communication tools are available. In a nutshell, Bernays tells us that leaders in government (and their spokesmen) who study the publics, plan their campaign, work through opinion leaders, and follow certain other precepts, "...with the aid of technicians in the field who have specialized in utilizing

the channels of communication, have been able to accomplish purposefully and scientifically what we have termed 'the engineering of consent'.¹³

Another book with many good ideas on communications is The Image by Daniel J. Boorstin. Boorstin feels people accept information given to them through contrived "pseudo events." Because man has expectations which cannot be fulfilled he therefore creates an internal demand for such illusions to deceive himself. Boorstin says these illusions are often created by public relations men. He lifted one quote from Napoleon to illustrate that public relations can be, in fact, a creator of events. Napoleon is reported to have said "Bah, I make circumstances."¹⁴

Getting closer to government public affairs, specific information on setting up, manning, organizing, and operating an office can be found only in scattered government agency manuals such as U. S. Navy Public Affairs Regulations which is, of course, specific to the Navy. This book is mentioned not only because of the writer's familiarity with it but also because it is necessarily representative of public affairs organization and operation throughout the Department of Defense. And other government agencies are set up much like those within Defense. In other words, throughout federal government there is great similarity in how public affairs offices are organized and in how they function.

✓ Aside from such agency manuals (and to date FEA does not have one of its own), there are very few references on the subject of government public affairs. Some are rather repetitious and uninformative collections of articles such as The Voice of Government by Ray E. Hiebert and Carlton E. Spitzer. This book does have some material pertinent to this study however, because one section deals with organizing an information office. The author of that section, Wayne Phillips, tells us he operates on an ad hoc basis dealing with specific problems as they arise by doing the best he can with available personnel and resources. His philosophy (evidently one which shuns planning and research) is not the best but is the one which was necessarily used by FEO at the beginning. The only other item of value in this book is an article by Congressman John E. Moss saying the top information officer needs the backing of top management and the rank of Assistant Secretary or equivalent. Here FEA had no problems; the information officer Robert Nipp, has indicated he has always had the full support of the Administrator.

Among the numerous books which deal with isolated aspects of the information business is The Opinion Makers by William L. Rivers. This book is highly recommended to students who wish to know how the Washington press corps operates. Rivers has a number of enlightening thoughts for his readers. He tells us, as have so many others, that information is power. He tells us the public is dependent

on the mass media, an idea against which few people could argue. Rivers adds that many opinions across this nation are formed by the Washington press corps. This again, in the view of this writer, is true. And this is also central to a study of any government public affairs activity headquartered in the nation's capital. Rivers also says the media prefer to by-pass handouts and go directly to high officials. In later chapters we shall see this applied to FEA. And the press corps, when possible and necessary, will attempt to create friction in high places in order to get news and to get people to say things, says Rivers. Was there friction in FEO between Simon and Sawhill? Simon and Secretary of the Interior Rogers Morton? Did the press try to create some artificially?

✓The Freedom of Information Act (FOIA) is a dominant piece of legislation where government public affairs is concerned. FEA has, like most other agencies, an office of FOIA specialists who ensure the agency does not go contrary to this law. The Act, with its exemptions and recent amendments, should be read and understood by any student of government public affairs. The act is an attempt toward openness in government; a step toward more disclosure and less withholding.¹⁵ Many papers and government publications are available to the student of freedom of information.

Current state of government information

How does public relations and its principles apply to the energy crisis? The answer, if not sharply defined, is at least reasonably apparent. Public affairs/public relations in government is a communications function. And effective communications is essential to an understanding by the general public of the crisis itself as well as actions that can be taken to help alleviate it. Without a central, unified government agency to accurately assemble and professionally communicate the facts of the situation, all would be chaos. The public would be uninformed, confusion would reign, no actions would be taken, and as a consequence, the crisis would only become worse. In fact, with energy being such a pervasive problem and so essential an element in society, a lack of understanding by the citizenry could even result in badly damaged national economy and morale.

✓ Mention should be made here of another source which, for the first time actually related the energy crisis to its public affairs function. Public Relations Journal of July 1974 featured energy in a cover story entitled "Communicating the Energy Crisis." The Journal included a number of interviews with energy people in government such as John Sawhill, Rogers Morton (Secretary of the Interior), Dixy Lee Ray (then Chairman of the AEC), and

others. FEA Administrator John Sawhill looks at the public affairs challenge in one article and summarizes it by saying "the task ahead is not an easy one. For what we ask of the American people is a commitment to reshape their lifestyle--to examine the ways in which we use and even think about energy." 16

Government public affairs today has come a long way from the days of "publicity agents". Today's professional government public affairs officer is trained in the fundamentals of understanding various publics, in methods of effective communication, in understanding the media. Schools and seminars are constantly available to supplement on-the-job training. Government has learned, just as industry did some time ago, the value and necessity of having skilled professionals who can tell your story, who can explain to the taxpayer what you do, who can help you communicate to the nation you serve.

✓ In addition to professional training, government information specialists in Washington have a unique advantage. They have the opportunity for an interchange of problems, knowledge, techniques, and solutions with other agencies faced with similar situations. Many specialists are, during their careers, employed by several agencies in Washington. This "inbreeding", if you will, can be advantageous because it can spread talent and knowledge.

It can also be bad in cases where it simply moves dead wood, out-of-date techniques, and non-professional performance from one place to another.

In short, government public affairs today has all the tools and requisites to be truly professional, open and honest. It can do a superlative job of informing the American public. But it can also be an abomination. Examples abound on this. One needs only to look at Watergate, or read J. William Fulbright's book The Pentagon Propaganda Machine, ¹⁷ or David Wise's The Politics of Lying. ¹⁸

In the main, it is this writer's opinion that the degree of honesty and professionalism exhibited by an agency of the federal government is in direct proportion to the honesty and professionalism of the top man and his public affairs officer. The "boss" must be aware of the need for good communications, must appreciate "the people's right to know", and must practice honesty without deception in his day-by-day work. And his public affairs officer and staff must encourage and mirror that positive attitude and philosophy.

FOOTNOTES

1 5 U.S.C. 3107

2 A list of titles of materials produced by the Energy Policy Project of the Ford Foundation can be obtained from Ballinger Publishing Co., 17 Dunster St., Harvard Square, Cambridge, Mass. 02138

3 Howard T. Odum, Environment, Power, and Society, (New York: John Wiley & Sons, Inc., 1971), p. 29.

4 Walter G. Dupree Jr. and James A. West, U. S. Energy Through the Year 2000, (Washington, D. C.: U.S. Department of the Interior, December 1972), p. 2.

5 For details on these publications, see the Selected Bibliography of this paper.

6 "Energy Office: People Nervous," The Washington Post, 25 December 1973, p. A41.

7 "Gasoline Prices Stabilized, Simon Says," The Washington Post, 7 January 1974, p. 1.

8 Robert J. Samuelson, "The Oil Companies and the Press," Columbia Journalism Review, Vol. 12, No. 5, January/February, 1974

10 "Regarding That Gasoline Shortage," (editorial). The Washington Post, 14 March 1974.

11 "Enough Gasoline--What It Will Cost," U. S. News & World Report, 20 May 1974, pp. 45-48.

12 "Energy Crisis to Change Priorities," The Pittsburgh Post-Gazette, 30 August 1974.

13 Edward L. Bernays, "Engineering of Consent," excerpt in Voice of the People, ed. Reo M. Christenson and Robert O. McWilliams (New York: McGraw-Hill, 1967), p. 466.

14 Daniel J. Boorstin, The Image, (New York: Atheneum Press, 1972), p. 10.

15 Public Information Section of the Administrative Procedure Act, Public Law 89-487 of July 4, 1966 as amended by Public Law 90-23 of June 5, 1967.

16 "View From FEA," Public Relations Journal (July 1974), p. 11.

17 It is this writer's view that Fulbright's book needs to be taken with a grain of salt. Nonetheless, it does point up many shortcomings of government information. But it is interesting that Fulbright, who criticises armed services information activities so strongly, has put together his profit-making book almost entirely from information he requested, and got, from the armed services information sections. He used their long hours of research and compilation to put together the information he wanted and then turned it against them for his purposes.

18 Wise's book runs the gamut of high-level government information from the U-2 incident through Watergate. The author points out many cases of secrecy, misinformation, and deception which have been perpetrated in the federal establishment.

CHAPTER III

METHODOLOGY

At this point I will depart from third person format and go to first person because my methodology for surveying FEA public affairs directly was predominately on-scene personal observation and interviews. With so much original personal research involved, first-person in this chapter seems less awkward.

Research was conducted over the period of roughly a year. The year is significant because it was the first year of the existence of the Federal Energy Office/Administration. It was a year which saw crisis public affairs efforts evolve into an emerging public affairs bureaucracy.

As was stated earlier, interest in the subject was stimulated by contact with several people involved in energy even before the creation of FEO. Clippings and articles were read and saved. Finally, a formal proposal was presented to officials at FEO along with my personal resumé.

A few dates are significant. My first official contact at FEO was on February 7, 1974. After several other preliminary visits in-depth research began

on September 24, 1974. From that time until completion of data gathering, more than fifty hours were spent on numerous occasions at FEO. My last visit occurred on January 28, 1975 when I interviewed Robert Nipp, Director of Communications and Public Affairs, for the final time.

I might add, parenthetically, that almost every ride to town on the Metrobus exposed me to a "Don't Be Fuelish" card on the row above the windows of the vehicle. These, of course, had been prepared by the Ad Council for FEO.

I should also state here that my visits to FEO/FEA were often made when I could get a particular appointment or when I happened to have \$1.20 in exact change in my pocket to pay the bus. So it can be seen that the visits weren't patterned; they were random and frequently unannounced.

Once my proposal had been accepted by Nipp, my way did not seem barred to any information I wished. Nipp, in fact, issued a memorandum which he asked me to draft to his department heads saying, in part, that I would be studying the organization for several months and giving my work his complete support and encouragement. This memorandum was issued on September 25, 1974 and is reproduced as appendix A.

Actually, no one that I know of ever checked my credentials. There seemed to be no reluctance nor any

suspicion where my project was concerned. Partly I attribute this to the fact that the office did not handle any classified material and very little of the information was truly sensitive. People were open and friendly. I was given an open invitation to all staff meetings and permitted access to everyone on the staff and their files.

I became so integrated with the office that I even answered the phone in the front office occasionally when everyone else was tied up. One day I answered a call from a lady who wanted to know if there was going to be another energy crisis during the coming winter. Her husband had asked her to call because he wanted to know if he should buy lights for their Christmas tree. The talented and knowledgeable secretary in the office eventually provided an answer and bailed me out. 1

In fact, so complete was the access granted me that I was made an unofficial member of an internal management study team that was studying the public affairs function of FEA. That team was charged with the task of investigating all procedures used in public affairs, studying the functions of all offices, and making recommendations which might improve the efficiency of the office. Since the team had to move from office to office within public affairs, I had the simultaneous opportunity to do preliminary research on the functions of each office. This enabled me to get a good overview and gave me a starting point for my own research.

Regarding the management team, I will mention some of their findings in a later chapter. I was perplexed, however, to find that no one on this team (the recommendations from which could conceiveably make drastic changes in the public affairs function and organization) had any public affairs expertise or background. My own twelve or so years of Navy public affairs experience at least gave me an appreciation of the information function and its importance. I cannot question the team's managerial expertise but I was left with the impression they neither appreciated nor cared about the "big picture" of communicating a problem to the public. Their interest seemed centered on procedures, efficiency, reductions in personnel and budget, and the minutiae involved in running an office--any office. They were of course constrained in their work by limits on budget and personnel into which they tried to help public affairs fit. But I think such teams often get buried in the details of the trees and fail to give due consideration of the larger problems of the forest.

This paper was not intended to compile statistical data--it is primarily a prose documentary of the onset and evolution of a public affairs function operating in a crisis.

In the course of my research I interviewed every key person employed in public affairs. This included

the director, his primary assistants, all department heads, and a number of other persons. I had a reasonably good background from my library searches but I found as I talked with each person that my field of inquiry would expand. In the process, I began keeping lists of more things to check into and people to interview. It was from these very lengthy lists that my work was organized each time I made a trip to FEA. It would bore the reader were I to include each list but for sake of example, I will include a few items to give a feel for the type of materials researched. Here is a partial list:

- get reaction to Sawhill "firing"
- get copy of results of study group
- interview w/Mr. Keay, Electronic Media
- get Proj. Independence Blueprint presconf mat'l
- see Mr. Koenig re. function of "front office"
- compile list of people who were first ones in public affairs--interview each
- get "FEA Newsline" brochure
- check library for recent Business Week article
- see D. Mackin re. fcns, Public Inquiries
- check monthly PA phone bill
- check personnel re. no. of PAO specialists
- check dist. of produced items
- get copy of PAO objectives
- find out reason for moving office so often
- call Mr. Shollenberger at Ad Council
- check early PA budgeting

The problem was that the list kept growing in spite of my efforts to get things done. I finally decided to accomplish my research goals according to a priority system. To ensure I had the most important material, some items had to be dropped simply because I did not have enough time. I felt by late January of 1975 that I had at least the major pieces

of information and would have to end my research. So I interviewed Robert Nipp one last time and then simply terminated my research with the exception of minor re-checking. Obviously, much more could be included in this paper but I will leave that to the next researcher.

For each interview conducted I had a prepared list of questions and information to gather. This list varied according to the person's job and basic function but portions remained constant in order to gather the same fundamental material about each job. Aspects which remained constant were things such as obtaining the title of the division, the number of persons employed in that division, primary functions and accomplishments, special problems if any, and relationship to other divisions in public affairs.

Since questions were not identical for each interview, there is no way to compare results or analyze them. Nor was this my intention. The questions were designed to gain an understanding and documentation of the jobs being performed and their position within the infrastructure. Responses to my questions were not tape recorded. Therefore, results are not a verbatim accounting. Rather, information recounted here has been reconstructed from my detailed handwritten notes.

Most of my notes during this process were kept on 4x6 cards. I found this convenient except for the many

occasions where I had written "see thus-and-such a reference". Then I had to stop typing and go back to the noted material and reread it.

My on-scene research could be broken into three major activities: personal observation, interviewing, and review of materials produced by and for FEA. The latter category is self-explanatory and some of this material will be mentioned in subsequent chapters. Observation and interviewing both have their foibles and it is that aspect I will discuss next.

What I did is basically termed "participant observation." One text says of this technique "You will need to be in on day-to-day decisions in the inconspicuous position of a person with a right to know, who sees some things and casually inquires about others."² This fairly accurately describes my status in this project. Another reference used in the matter of participant observation was Unobtrusive Measures by Webb, Campbell, Schwartz and Sechrest.³

Although I tried to compensate for, and be aware of, biases and other weaknesses, I cannot guarantee that I was successful. I will lay out for the reader what I felt these biases and weaknesses to be so at least this research will be put in proper perspective.

First of all, I have been in the Navy for 13 years, most of that in public affairs. Quite naturally,

I have a sympathy for, and appreciation of, the job being done by government public affairs. I have, in that time, developed my own biases. It seems logical then, that my prejudices will show in this paper in spite of my awareness of them. In addition to being a government information specialist myself, I am also prejudiced toward FEA because I am a citizen--and an oil consumer--convinced of the reality and severity of the energy crisis. And therefore, I am also convinced of the need for the communications effort being conducted by FEA public affairs.

To a lesser degree I feel I may have been guilty of "errors of leniency" in my interviews. I perhaps should have been more probing and "tougher" with interviewees. I feel this problem is minimized, however, by the fact that my research was historical and documentary rather than investigative.

There were times, I admit, when I felt like an intruder, an "outsider." Also, there were times when I felt a little rushed because the interviewees were obviously quite busy. Where I might have gone into more detail, I sometimes skimped. And I found so many similarities between the FEA public affairs structure and the Navy structure with which I am familiar that I may have occasionally made "assumptions" rather than concretize something by actually asking a question.

Finally, one must consider the strong possibility that my presence alone was a factor in how questions were answered. People have a natural tendency to want to make themselves look as good as possible. When being interviewed, they tend to the good side and away from the not-so-good. I tried to compensate for this somewhat by being on the scene as much as possible and getting to be a "familiar face" around the office. I also tried to make each interview more of an informal conversation than an adversary situation. I feel these efforts, combined with simple direct observation, helped to increase the validity and worth of the materials I gathered.

The next two chapters deal with (1) the early days and (2) the current situation. The origins of FEO public affairs were so unique and so chaotic and so unstructured that I have elected to use the anecdotal approach there. I feel by recounting "stories" of those times the reader can more fully appreciate how hectic and pressured the office was. The current situation and the present functions being performed will be more formally presented.

While still discussing methodology, I want to recount the setting of my final interview with the Director of Communications and Public Affairs, Robert E. Nipp. I do this simply to show some of the difficulties encountered in conducting interviews and also to point up the hectic schedule followed by the Director and many of his personnel.

I wanted to finalize my research by asking Mr. Nipp a number of questions. I wanted to get his view on several subjects, especially since I had concluded the rest of my research and now had a good feel for his organization.

In early January, 1975 I made an appointment through his office to see him on the 13th of the month. For me it was not a lucky 13th. It poured all day. I took the bus to town, got soaked walking from the bus stop, entered his office, and was told by his chagrined secretary he had just left for the White House. It had something to do with the impending State of the Union Address. They didn't expect him back that day. They had tried to call me at home but I had left already. So back through the rain to the bus stop, another \$1.20 roundtrip fare down the drain.

My re-appointment was for 10:00 a.m. on January 28. Again I took the bus, arriving at FEA about 9:45 a.m. His office was empty save for the secretary. "He should be out of the morning staff conference any minute," she said, "Won't you sit down?" I did, and the staff conference broke up late. When he came out of the conference room a number of people stopped him in the hall to get his advice and ask questions before hurrying back to their own offices. When he finally entered his own office, six people were poised like vultures to talk to him. Several times during

this period the phone rang for him. It was always "urgent". His secretary had a number of phone messages to discuss with him. In the midst of all this, Mr. Nipp managed to shake my hand and ask how I had been. He has a faculty for remembering names and making one feel included, which I appreciated. It seemed a long time while he fought his way out from under the things on, and people around, his desk. Then he said he had to go to the other building (his offices were at that time split between two buildings). He asked me if I'd like to walk along. I said I'd be glad to. One of his staff, however, also decided to "walk along" and monopolized his time enroute. So far, I had not said much more than "good morning." And by now it was nearly 11 o'clock.

As we entered the other building and walked up the stairs, a messenger stopped him and handed him an envelope which was being delivered to the office he had just left. We waited while he inspected its contents. Moving down the hall, he was stopped by three or four people, again with questions. In his other office yet another half dozen people were lurking. It became imperative to place a conference call to Boston and Philadelphia (he apologized for the delay) which took some time to connect and conduct. During all this time, by the way, Mr. Nipp had never sat down. He used the phone standing up and when the connection seemed weak, moved to a phone in another office.

Finally, about 11:50 a.m. Mr. Nipp and I went into an office, closed the door, and began the interview. I wanted to tape record this one because I had originally thought of transcribing it en toto and including it in this paper. I had felt it might add significantly.

Before we actually began the interview, it was necessary for him to take another four telephone calls, sign another letter, sign two memos, talk with one of his female employees from publications, and take a call from a Congressman's office. I managed to get in about four or five questions when his secretary came in to remind him emphatically he had a rescheduled doctor's appointment to make by 12:30. By now it was 12:10. And the doctor was across town. Obviously, there was no way to continue without having him miss that appointment.

Mr. Nipp asked if I would ride along with him to Shirlington, on the other side of the Potomac. What choice did I have? An interview, even without the recorder, was better than going empty-handed again. So we walked to his car, a rather antique-looking Rambler, and headed for the hospital. The car, he said, got very good gas mileage (well, what would you expect from an FEA official?) but I will attest to the fact it needed its wheels aligned. We shuddered to the hospital, he checked in by almost 12:30, and we sat down and resumed the interview.

It was obvious as we waited and waited that his doctor would not be on time either. And it became apparent that Mr. Nipp was getting concerned about the time because he had a mandatory obligation to be at a White House meeting by 2:00 p.m. To make a long story short, I finished the hectic and oft-discontinued interview on note cards there in the hospital waiting room. The doctor never did make it, Mr. Nipp cancelled the appointment, we got back in the Rambler rather hurriedly, and fought traffic back across the river. I was dropped off outside FEA's building and Mr. Nipp hurried off to meet his ride to the White House at the last minute. I assume he got there on time.

I do not have the impression this day's events were in any way atypical for the gentleman.

FOOTNOTES

1 Eventually the caller was told it would be less severe because the embargo was off. A press release with appropriate information in it was sent and she was advised to compensate for the tree lights by reducing or eliminating outdoor lights.

2 Charles H. Backstrom and Gerald D. Hursh, Survey Research, (Evanston, Ill.: Northwestern University Press, 1963), p. 9.

3 Eugene J. Webb et al., Unobtrusive Measures: Nonreactive Research in the Social Sciences, (Chicago: Rand McNally and Co., 1973), pp. 112-141.

CHAPTER IV

FINDINGS: THE EARLY DAYS

In the beginning

"The Administration's strategy is to minimize the impact on production, and therefore on employment . . . The Administration favors conservation measures that will exact most of their costs in terms of reduced amenity or lost time--chillier rooms, dimmer lights, slower highway speeds, shorter vacation trips, and so forth. If things work out as the Administration hopes, factories will keep running even if it takes employees longer to drive to work, and stores will stay open even if clerks have to wear sweaters." 1

The above quote was taken from the December 1973 issue of Fortune magazine, just at the beginning of the "crisis." It represents a very good summary of the goals of federal energy public affairs at the time. Of course, much more was involved but this is a reasonable condensation of overall objectives.

✓ The story of the beginnings of FEO probably begins with William Simon, who was at the time serving as

Deputy Secretary of the Treasury. He was selected to organize and administer a hastily assembled Federal Energy Office to take immediate actions on the oil embargo and the energy crisis.

✓ Simon began to collect his staff, including public affairs, from anywhere he could find them. For example, the Department of the Interior already had an energy conservation office along with its own public information section. Much of this office was simply lifted out and molded into the new FEO. People were gathered from here and there and thrown into the job often without knowing what the job was or even what their salaries would be.

✓ As the following chronology indicates, it wasn't as though the energy problem was entirely new or unexpected; rather, the 1973 embargo made it suddenly crucial that rapid actions be taken.

✓ On June 4, 1971, President Nixon submitted what is reported to be the first message ever made to Congress on the subject of energy. In that message, the President proposed more research and development, increased efforts in the field of nuclear power, and other measures. A second energy message was submitted to Congress on April 18, 1973 with additional proposals in the areas of increasing production, imports, conservation, R&D, and international cooperation.

✓ Then came the embargo. On November 7, 1973 President Nixon made a nationwide address on the national energy emergency in which he reported anticipated shortages and stressed that vital needs must be met first. A number of reductions were ordered such as no further industrial switches from coal to oil, lower allocations for aircraft use, and reduced heating in homes and businesses. During this same period an Energy Emergency Action Group of top-level Cabinet members was formed to analyze energy actions and advise the President.

✓ Then, on December 4, 1973 President Nixon signed Executive Order #11748 establishing the Federal Energy Office. This document charged the Administrator of FEO to "...advise the President with respect to the establishment and integration of domestic and foreign policies relating to the production, conservation, use, control, distribution, and allocation of energy and with respect to all other energy matters." It can be readily seen that FEO was imbued with great power and authority at the outset.

✓ The responsibilities of the new agency were awesome. These ranged from developing domestic and foreign policies on energy resource management to recommending policies on imports and exports to establishing price regulations to analyzing information on energy reserves, production and demand.

✓ Although FEO did not get official status as the Federal Energy Administration until June 27, 1974 the President's Executive Order was able to establish the FEO to begin work on the problem while waiting for Congress to act on the actual statutory authority needed for setting up the FEA. A press release announcing the "birth of FEA" and showing its organization is included as appendix B.

✓ William Simon was appointed to serve not only as Executive Director of the Energy Emergency Action Group on a cabinet level but was also to head the new FEO, now created within the Executive Office of the President.

On accepting the job on December 4, 1973 Simon made a statement giving an overview of the problem and outlining a number of steps which he felt to be necessary. 2

Along with his many tasks, Simon had to appoint a public affairs officer to communicate the actions and decisions of the new FEO to the American public.

✓ In searching for a professional who was respected by local media in the Washington area, Simon selected Robert E. Nipp. Nipp was serving at the time in public affairs in the Department of the Treasury with Simon.

Nipp's first job was to build a staff. The initial recruitment amounted to only six or seven people. Everyone who was with FEO at, or near, the beginning began their interview by saying it was "utter chaos."

Nipp first called Edward Koenig (with whom he worked at Treasury) on Saturday morning, December 1, 1973 and asked him to assist in setting up a public affairs office. By Sunday night the PAO section along with plans for the rest of FEO was on the President's desk. By that Monday morning the first six or seven people were already in public affairs and beginning to function. The first location was in the New Executive Office Building where space had been picked out for an office of about 20 people.

From the beginning, Nipp interviewed and handpicked every employee for his office. People applied from everywhere. Most were walk-ins who had heard about the new agency. Some were detailed from other agencies. The walk-ins mostly came from private industry, were graduate students, or people out of work.

✓The Executive Order creating FEO made provision for other agencies to supply personnel in some cases. People came from agencies such as Interior, Agriculture, HUD, Navy, and Treasury. Most had been employed in a public affairs capacity in their previous agencies and thus brought some measure of experience with them.

By the end of the first week some 15 to 20 people were on hand in public affairs, filling the initial office space.

✓Perhaps the most interesting thing about the early employees in public affairs is that few had any

official status. Some were detailed from other agencies with no paperwork to back up the move. Others signed on without any official documentation, no idea of what their salary or position would be, and with no concept of the work to be done. Things had to be done so quickly that some people even took annual leave from their regular jobs to come over to FEO to help out. Frequently the line of applicants waiting to be interviewed by Nipp had dozens of hopefuls in it. And at the same time another line consisting of media representatives clamboring for information numbered in the hundreds and stretched out into the street.³ Edward Koenig said new employees were told to "come in, find a desk, and start working."⁴ There was nothing more formal than that.

Everyone interviewed about those early days agreed that working hours were from about 7 a.m. until midnight or later seven days a week. By the time John Sawhill had taken over FEO from Simon, things had settled down enough to go to a six day week which was conceded by everyone to be a "relief."

Public affairs did not suffer from not being "in on things." This is a dilemma frequently faced in public relations, a profession which has often been referred to facetiously as "the last to know, the first to go." Nipp had been working on energy matters all along at Treasury, however, and held the confidence of the hierarchy. Public

affairs had to be in on the planning and had to have information or it would have lost its credibility in a hurry. At the beginning the office averaged 1000 to 2000 phone calls a day. There were 22 lines in constant use at the outset and employees often couldn't even find an open line to make an outgoing call to answer a media query. New phone lines were being put in nearly every day.

In addition, the public affairs staff inherited some 27,000 unanswered letters from Governor Love's office in the White House. Two to three thousand more letters and telegrams arrived each day. Each needed to be answered. Even Congress began to refer mail to FEO at the rate of about 200 per day. And any and all complaints for any part of FEO came in to public affairs.

The office, such as it was, was one large open space--called a "bull pen" by those who worked there (the term comes from the open, non-private area in which baseball pitchers warm up--not from any discrediting of the information put out). It wasn't long before there were forty people working in this space which barely had room for twenty. People fell over each other and no one had specifically assigned tasks. Everyone worked on everything. You did whatever happened to come your way; whatever was hot at the moment. There were no written policies, no procedures, no concrete guidelines--and no time to draft any up. The work just "got done" regardless of the number of hours it required.

For the student of the situation, budgeting for those early days came from those parts of the Interior Department and the Cost of Living Council which had energy functions. And there were also special emergency energy appropriations made by Congress which gave FEO some money with which to operate. 5

The stories of FEO's early days are many and fascinating. There is a sameness in them of long hours, chaotic conditions, and the pressure of urgency. Interviews with some of the original employees provided much similar material but also brought forth many interesting anecdotes.

Edward Koenig, who began his work with FEO public affairs as the Deputy, said Simon had simply been told to get the job done, period. 6 In effect he was given carte blanche. Much of his time was spent in the public affairs office. At the time PAO was the busiest part of FEO and was deeply enmeshed in pressure from the public and the news media.

|| Simon had an appreciation for the value of public affairs. And he had the wisdom to use his staff well. Each day about 6 p.m., he would meet with his "Kitchen Cabinet", his top level advisors, including Nipp. This group would decide on Wednesdays what information would be released in the Thursday press conferences. Then, about 8 p.m., Nipp would direct his staff on what releases

and statements to prepare based on what the Kitchen Cabinet had decided. This material would be processed for clearance, a procedure which usually lasted until around midnight. By 2:00 a.m. the final changes would be in and the smooth would be typed. Finally, copies would be xeroxed for the press conference and others made to send out to an ever-growing mailing list.

✓ The press conferences were normally attended by 200 to 500 media representatives. As one unidentified person at FEO said "All of a sudden, energy reporters seemed to come out of the woodwork."

✓ What were the objectives of public affairs in those days? This writer's impression is that it was simply to survive--but get the work done. The work consisted of answering the thousands of phone calls and letters and telegrams, satisfying the media with factual information, and providing written statements on all decisions made by the new agency. Of course, all this takes time and people. It has been seen that the staff began with one, then grew to six or seven, then 20, then 40. By February of 1974, Koenig had submitted a revised staffing plan which called for 191 people. In the meantime, the staff just continued to grow--all on an ad hoc basis.

One interviewee pointed out one of the early problems, that of not having any experts in energy matters.

They just didn't exist. To this point in history, no one had ever had to deal with an energy crisis before. Frank Kelly said Nipp and Koenig knew a lot about the subject from their earlier work but many employees had to educate themselves by locating, and talking to, people who did have expertise in a particular aspect of energy.⁷ Kelly indicated it was extremely important to know who to go to for information: contacts were valuable. Although there were experts in some aspects of oil, no one was an expert on energy crises. Even those who learned as much as they could as quickly as they could still felt no more superior to the general public than a second grader feels to a first grader. It would be a long time before "graduate experts" could be developed.

Kelly, who was "loaned" to FEO by the Interior Department provided a number of stories of those days which help convey the feeling and mood of the times.⁸ For example, he told of driving Nipp to Garfinkel's department store on Christmas Eve to get Mrs. Nipp's present. They double parked on F Street while Nipp rushed into the store in the few minutes he could spare from the office. There was, said Kelly, "a real spirit of camaraderie." And rumor has it Mrs. Nipp was pleased with the gift.

You often didn't even know who was working beside you, Kelly said. On one occasion, the staff was

working on a set of regulations and Kelly turned to say something to the man next to him. The man was John Sawhill, Deputy Administrator.

On another occasion Kelly came out of work only to find the garage in which his car was parked was locked for the night. "I just left it there til Monday and took a bus home," said Kelly. "We were too tired even to read the signs in the garage."

Kelly also said the media did their best to help FEO during the crisis because FEO at least seemed to be sincere about taking some action. But reactions varied. The Chicago Tribune called Kelly one night and said "Tell me in 15 minutes everything about petroleum." The writer was trying to get himself backgrounded in the problem. Others called to say they had just been assigned to the energy beat and wanted everything FEO had.

In some cases people were so panicky and unknowledgeable about the crisis, they would believe anything. There were, for example, stories of "hundreds" of tankers waiting outside Baltimore harbor for prices to go up so they could then land their oil and make more profit (the picture with the story actually showed only two tanker-type ships of all the ships in the harbor). This, said Kelly, was not true but no one called FEO to check it out and get the facts. The truth was that the price at point of origin plus shipping charges yielded the only total price allowed by the Bureau of Customs.

So the price was fixed. In addition, it doesn't make sense for any ship to just sit; it loses money when it isn't sailing. But the story remained alive because people were willing to believe it in the climate that existed.

Kelly said things were so bad that the youngsters of one FEO official, who hadn't seen their father in days, actually ran up to the screen, kissed it, and yelled "There's Daddy" when their father appeared on television in connection with the crisis.

An interesting sidelight about personnel was pointed out by Jim Merna of the media relations section.⁹ Frank Zarb, who as of this writing is the Administrator of FEA, had once been in charge of the fuel allocation program for FEO. Zarb took over the allocations section when it moved over to FEC from the Office of Oil and Gas in the Department of the Interior. Later Zarb went to the Office of Management and Budget only to be named in November of 1974 as Administrator of FEA.

Gene Curella, head of media relations, was hired by Nipp on December 7, 1973.¹⁰ Nipp called him on the phone and wanted him to start that afternoon. Curella said he'd work on his job on the hill until 2 p.m., then be at FEO until 2 a.m.. He told of a meeting with the Teamsters Union at which the press corps was making considerable noise outside the door where they waited for the results. Curella said he had never seen Simon until

that meeting. At one point, when the din became unbearable, Simon turned to Curella and said "Tell them to shut the hell up." There was pressure on everyone.

On another occasion, Simon was in the midst of a discussion in the public affairs office while a girl was trying to put some news on a "spotmaster" machine, a recorded message device, for radio stations. While she was recording, Simon yelled something at someone. His strong invectives were actually recorded on the tape. Curella later took the tape to Nipp, telling him it went out by mistake to over 500 radio stations. Actually the mistake had been caught and a "clean" tape sent out, but Nipp didn't know this. Once Curella let Nipp in on the joke, they agreed to go in to Simon with the same faked story and play the tape for him. Catching the glint in their eyes, Simon simply laughed and asked if that was all they had to do.

On a more serious note, Curella said that everyone did his best to be professional. This dedication, he remarked, overcame many adversities and made FEO a rewarding place to work in spite of conditions.

One of Curella's few regrets was that working seven days a week meant missing all the football games and the NFL playoffs on television. FEO took only Christmas Eve and Christmas day off, and some employees didn't even get that. It was so hectic, said Curella, that with

everyone answering phones it was difficult to find a few minutes when Nipp could brief his staff on the latest developments. Some people, who were trying to write press releases or reports had to try to "hide" in the corners in order not to have to answer phones. The staff's biggest problem was trying to gather accurate information rapidly and then disseminate it to the press and public.

Many people provided material about the early days but in the interests of brevity only one more interview will be presented here. Victor Keay, Director of the Visual and Electronic Media section, worked for the Secretary of Agriculture in public affairs.¹¹ He also got a call from Nipp who wanted to meet him at a TV studio where Simon was to be on "Face the Nation." Keay finally saw Nipp (not at the station however) and agreed to work with FEO but his boss at Agriculture didn't want him to go. To solve the problem Keay spent his leave time and spare time at FEO. Eventually he was allowed to make the move permanently. Keay also recounted the hectic days. He said gas was a problem even for FEO employees; his wife used to get up at 5 a.m. to put gas in his car so he could get to work.

It didn't take long for everyone to want a piece of the action and soon businessmen descended on FEO: record makers, TV equipment salesmen, motion picture and slide show producers, etc. etc. One man, Keay said, would creep

into Simon's office at night and leave notes to try to sell him the idea of slide shows on the crisis. And every movie company felt it should get an immediate contract.

The public affairs office was busy constantly. The noise was so loud, it came out through the door. There were seemingly hundreds of people in the office all the time. Typewriters banged, phones rang. One man sat with his typewriter perched on an overturned wastebasket for want of a desk. There were meetings constantly in all available corners. One woman burst out crying, ran down the hall, and never returned. Everyone was tense and emotional. A secretary cried in sadness for a woman caller who said her home and children were cold. Conversations were short and cryptic and curt. People dragged phones around with them as they tracked down answers and stumbled over other workers trying to get them. There was little time for niceties or formality. It was, said Keay, "like a command post being overrun." One man, tense with the pressure, sprung a nosebleed and simply kept on going with a handkerchief to stem the flow; one of many problems handled by a sea of animated people.

Keay said they really needed "can-do" people then. Not even overtime was a consideration; many never got paid for it at all and most never asked. "It was really a national effort. There was no room for bureaucratic bull shit," said Keay.

During this time, many fell by the wayside. Some couldn't keep up the pace, or didn't want to. Some quit their first day on the job, or soon thereafter. The long hours seemed to benefit the younger workers; it gave them a chance to prove themselves under pressure. The older bureaucrats who were comfortable in their old jobs just weren't interested in the ulcers and went back where they had been. Youth and a willingness to work were prime requisites set by Nipp as he looked for employees. As a result of the pressure and natural attrition, FEO public affairs ended up with a fairly young staff. The average age is in the vicinity of thirty years. Perhaps more experience would have been desirable but in this case of crisis, youth seemed to have the advantage of stamina and enthusiasm. And it seemed to work.

The Advertising Council Campaign

12 Much could be said about the first massive public relations campaign organized and administered by FEO. The Advertising Council and FEO combined to produce the now-familiar "Don't Be Fuelish" effort. Comment here will be limited somewhat however, because the campaign was actually coordinated through the Office of Energy Conservation and Environment at FEO and not through Public Affairs. To this writer, the whole idea seems inconceiveable.

✓ Energy Conservation had its own public affairs section which came to FEO from the Department of the Interior. And it was here that the Ad Council campaign was actually born. When Energy Conservation moved to FEO, the campaign simply moved along with it. Although this evolution was logical initially, it is still a mystery to this writer why the campaign remained there instead of being absorbed into the public affairs function. All public relations texts and practitioners adamantly say that an organization must have one spokesman, one united front, one consistent face. Yet here we have a situation where one office of FEO produced a program of public information using its own little public affairs section. There was little coordination with FEO's overall public affairs office. Even in the hectic crunch of the early days this can hardly be said to have been logical management.

When this writer asked Nipp about this seemingly poor situation, he agreed saying, in part, "...I don't think the Ad Council thing has been very effective... I feel that an advertising campaign on energy conservation should be integrated with all our other programs. And I feel it should be a very vital part of our public affairs. It's not at the current time." ¹² He did say public affairs had been reorganized to include a public education section which was working closely with the Ad Council people in Energy Conservation. He said some criticisms

and recommendations had been exchanged but, Nipp added, "We still have a long way to go." The Ad Council campaign is still not a part of public affairs at FEA.

Ed Koenig presented another aspect of this problem.¹³ He said there were so many crises and problems in those days that, when the Ad Council campaign moved over to FEO, an attempt at change would only have created another major conflict in a time when they didn't need the aggravation. This is also a logical argument--to a point. But the situation, it is now felt, should have been met and rectified.

✓ The Ad Council campaign evolved to educate and indoctrinate the public at large. Programs were developed for both winter and summer to tell people to drive more slowly and to turn down their thermostats. The objectives of the campaign, as stated in the Ad Council contract, were to "Accelerate the public's growing awareness of energy problems, to explain in detail a wide range of measures that could be taken by citizens individually and collectively to reduce energy consumption, and to attempt to motivate citizens to practice energy conservation measures."¹⁴

✓ The Ad Council conducted market research at the beginning of the project and then produced television spots, radio advertisements, newspaper and magazine insertions, billboards, bus and vehicle transit cards, and other forms of communications. These materials were distributed

nationwide. FEO/FEA has committed some \$400,000 to the program since it began. Of this figure, the Ad Council gets 8½ percent for its services.

Materials produced by the Ad Council are sent to different groupings of media. For example, one audience would be the business press, another might be consumer publications. The types of materials which might be included in a typical "kit" are: television public service announcements (PSAs) narrated by such people as Jim Ryun or James Garner, feature stories, pamphlets with tips on how to conserve energy, "Don't Be Fuelish" newspaper and magazine ads, actual recordings for use on radio, fact sheets and so on. Normally a letter is also included addressed to a specific medium such as "Dear Outdoor Advertising Manager."

A fairly recent effort by the Council is a car pool campaign which uses ads which say "Double Up, America. Two can ride cheaper than one." The Washington Post ran a story on this on December 14, 1974. Although this particular campaign is being done by the Ad Council for the Department of Transportation (and not for FEA) it is still an energy-related effort and shows the degree of government emphasis on saving energy.

The Ad Council estimates its campaign for FEA gets twice as much exposure as those for any of its other 24 clients. A telephone interview with Lewis W. Shollenberger¹⁵

of the Ad Council revealed that its 25 campaigns (for various agencies and institutions) bring a total of \$570,756,847.00 worth of free media time and space. He said the FEA program was the top campaign in coverage and usage simply because of its urgency. The media were interested in it. Shollenberger said Ad Council work goes out to 1000 television stations, 6000 radio stations, 1700 daily newspapers, 9000 magazines and weeklies, 750 consumer publications, 2500 business publications, and to numerous transit systems and outdoor billboard companies.

✓ There is no question the Ad Council campaign has broadened and possibly even deepened the American public's awareness of the energy crisis and what can be done about it. But there remains a question in this writer's mind as to why such a massive effort was not coordinated in FEO/FEA public affairs where it belonged. Certainly it can be argued that such coordination in Nipp's public affairs shop could have enhanced the campaign's overall impact.

FOOTNOTES

1 "Business Roundup: Learning to live with the Oil Squeeze," Fortune, December 1973, p. 25.

2 Statement by the Honorable William E. Simon, Deputy Secretary of the Treasury, on Federal Energy Administration and Energy Policy, Tuesday, December 4, 1973.

3 Interview with Edward H. Koenig, Deputy Director, Public Affairs and Communications, FEA, Washington, D. C., 12 November 1974.

4 Ibid.

5 Interview with Michael Poole, Chief Management Specialist, FEA. Washington, D. C., 11 November 1974.

6 Ibid., interview with Edward H. Koenig.

7 Interview with Frank Kelly, Public Education Section, Public Affairs, FEA, Washington, D. C., 19 December 1974.

8 Ibid.

9 Interview with Jim Merna, Media Relations, Public Affairs, FEA, Washington, D. C., 26 November 1974.

10 Interview with Gene Curella, Director of Media Relations, Public Affairs, FEA, Washington, D. C., 16 November 1974.

11 Interview with Victor Keay, Director of Visual and Electronic Media, Public Affairs, FEA, Washington, D. C., 6 November 1974.

12 Interview with Robert E. Nipp, Director of Public Affairs and Communications, FEA, Washington, D. C., 28 January 1975.

13 Ibid., interview with Edward H. Koenig.

14 Gathered during an interview with Clyde Ball, Director of Office of Public Education and Information, Programs, Office of Energy Conservation and Environment, FEA, Washington, D. C., 10 December 1974.

15 Interview with Lewis W. Shollenberger,
Vice President Washington Office, Advertising Council,
and FEA campaign manager, Washington, D. C., 19 December
1974.

CHAPTER V

FINDINGS: TODAY

The present status and problems of FEA public affairs

✓ As of late December 1974, a little more than a year since its inception, FEA public affairs employed 129 people. This is about 13 percent of the total Washington headquarters staff of FEA. 1

✓ FEA public affairs has grown into a large organization. It has evolved into a settled, bureaucratic mode of operation. No longer are people tearing their hair out, working until midnight, or frantically trying to put together emergency actions.

✓ The urgency of the work is still there and the employees still seem dedicated to their tasks. But the initial flurry appears to be over and the long-range task just beginning. In fact, all the problems of bureaucracy are cropping up. Late in 1974, public affairs was told it would have to cut its work force by 30 people by July 1975. This action would put the total employees in public affairs near 100.

And the top man, Robert Nipp, still has no office of his own. He still shares an office with several people and enjoys no privacy in which to talk to newsmen, conduct interviews, or simply think. He has commented that he has never had his own office at any time since joining FEA. And this is true in spite of several office relocations. FEA has been moved around like an unwanted tenant. At one time the various offices of FEA were scattered in numerous buildings in Washington. And public affairs has been located in at least three with one more move planned for the future. It has not yet had all its facilities and divisions in one building. This, of course, makes coordination extremely difficult. As late as January 1975, Nipp had to walk from one building to another in order to see various people on his staff. Conversely, they had to waste a lot of time going from one building to the other to see him.

In spite of the logistic problem of these moves, public affairs has grown not only in numbers but in expertise. The number of FEA employees categorized by the Civil Service Commission as public affairs specialists is now 52. Twenty four of these are located at FEA's headquarters in the Public Affairs Office. There are a total of 15 in 10 regional public affairs offices. The remaining 13 are in the separate and controversial public affairs function (the Ad Council liaison people) located within the Office

of Energy Conservation of FEA. Regardless of the distribution, however, the talent is available to do the job. Management of that talent is another topic.

As in the early days, daily staff meetings are still held. These continue to have value as an interchange of ideas and problems and trends. All texts in public relations stress the importance of this type of two-way communications. It's as essential for the Director as it is for his staff.

In spite of evolving into a more sophisticated organization, public affairs continues to have its problems. Whereas its original problems were unique and based on the emergency of the energy crisis, the current problems are not unique to federal agencies and are based mostly on organizational and managerial difficulties,

For example, as of this writing there were no formalized procedures for the indoctrination or orientation of new employees. They are still just thrown into the job. And new employees don't get copies of their position descriptions, which might give them a better idea of their responsibilities. There are few written policies or procedures for the conduct of FEA public affairs. It is fast becoming necessary for a set of internal regulations to be drawn up and, although there is an awareness of this need, action has not yet been taken.

Even though the office is designed to provide information, it has not been totally successful. Perhaps it is impossible to satisfy everyone. For the most part, media representatives interviewed seemed satisfied with the assistance they received at FEA. But in some cases, the still unrefined organization shows its rough edges. Ward Sinclair of the Louisville Courier Journal said "Most often I've found they really don't have the information. They tell me 'I don't have it either.' But at least they are candid in this." This statement shows an appreciation of public affairs' efforts but also discloses a weakness in the overall FEA organization which will have to be improved. Other parts of FEA will have to provide public affairs with complete, accurate and timely information.

There has already been discussion of the problem of a separate public affairs function within the Office of Energy Conservation but there are other management difficulties as well. For example, filing systems seem to have just happened. Most federal agencies have filing systems categorized and numbered for easy reference and internal consistency within the agency. So far this is not true within FEA public affairs. This is not to say that things cannot be found; employees are quite familiar with their files. It is simply that a system has not been formalized.

It is this writer's observation that there is a weakness in long-range public affairs planning. So much time has had to be devoted to "crash" programs that this aspect might be forgiven. But planning for Project Independence, a massive effort, was done in the main by one or two people who could only devote part time to it. Planning will be critical to all actions in the future of FEA. Long-range planning, or the lack of it, was also mentioned as a deficiency by the public affairs Management Study Team.

The current organization does not yet have a Congressional liaison section. Inquiries from Congress can seemingly be handled most anywhere: front office, research, or public inquiries division. Knowing how critical "Congressionals" are in most federal agencies, it would seem prudent to have this function monitored more centrally. Perhaps a little more control could be useful.

The management study of public affairs referred to earlier in this paper is an extensive document. Only a quick overview will be undertaken here. The team was formed in mid-September of 1974 and made its final report in November.² The report noted many positive factors such as "effective visual arts and graphic services, outstanding editorial services, good relationship with the press, good information research capability, willing-

ness of many employees to work long hours." However the purpose of the study was to focus management's attention on problem areas.

Perhaps the major findings of the study were that public affairs is not coordinating closely enough with the other offices of FEA and has not undertaken good planning to date. Planning, it was noted, is being improved however.

The study specifically pointed to a lack of delegation of authority. This lack, said the study, inhibits innovation and change and also reduces the time top management has for planning and top-level problems. If one goes back to the end of Chapter III of this paper, an example of this can be seen. Nipp, for example, is accessible to everyone and is so swamped with details that it is difficult for him to concentrate on planning, on viable solutions to major problems, or on effective management. He is simply too involved in the minutiae.

For example, Nipp signed a memorandum to his personnel officer on November 11, 1974 which said "Beginning immediately, all personnel actions... will be coordinated with me personally prior to their actual execution." On another occasion in November he had three typewritten pages of phone calls to return, mostly from media. His secretary had prepared the list. Members of his staff offered to help out with these but Nipp reportedly refused

their help. The result is a weakening of the media relations division because the media have learned they can bypass it and go directly to Nipp. This also burdens Nipp unnecessarily and such a one-man effort can lead to overall inefficiency.

Nipp spoke to this problem of delegation of authority in an interview in late January 1975.³ He admitted he was too involved but attributed it to there being few information specialists in Washington who know much about energy. He said "I know more than anyone in my shop and I want to be able to keep up on the various complex changes and proposals." Signing letters, talking directly to newsmen, and seeing many of his employees every day is, he claims, one way of staying on top of things for now. Also, Nipp says, many of his people are new and young and are being trained on the job; they need strong guidance from the top. In a year or so, Nipp hopes these employees will become capable of assuming more responsibility and he will be able to delegate more and more of the details in which he is now enmeshed.

The management study made numerous other recommendations. Among them: public affairs must be accountable for human and fiscal resources expended (this reflects the ad hoc and informal nature of the structure in the early days); the public affairs staff should be reduced to 100; the average GS level (rank of government service employees)

should be increased from the present 7.4 to 10.3 to attract the necessary professional talent to perform the difficult tasks ahead for public affairs; there is a need for a systematic approach to day-to-day operations; public affairs plans need to be more integrated with overall FEA goals and objectives. Any student of crisis public affairs or of setting up new federal offices should avail himself of the entire report made by the study group.

FEA public affairs has also had to contend with various changes in FEA Administrators. At least four were "in power" in one way or another during the first year of FEO/FEA. As noted, William Simon began FEO. He was replaced by John Sawhill who was later fired by President Ford on October 29, 1974. Ford then nominated Andrew E. Gibson who eventually withdrew his name because of alleged involvement with an oil company. Gibson denies any wrongdoing but withdrew anyhow. Finally, following a short interim period, Frank G. Zarb was nominated as Administrator.

It is difficult to have so many bosses and so many potential changes of policy in such a short period of time. It is especially difficult when the changes are made for political reasons. All media reacted to these changes. There were numerous articles on the matter in newspapers and weeklies and a large number of editorials.

It is interesting that in spite of all the media reaction, the public itself showed little interest.

Dave Mackin, head of the public inquiries section, said no letters were sent to FEA on the subject of changing Administrators.⁴

Media reaction was mostly handled by Nipp who indicated there were no basic internal changes in public affairs philosophy as a result of the switches.

The politics of the situation, especially the change from Sawhill to Gibson to Zarb, were most interesting. Sawhill had long advocated strong conservation measures coupled with a gasoline tax. The Administration felt differently, at least publicly. It appears to this writer that the President, Secretary Morton and others were saying, in effect, that times were tough enough and they didn't want the public saddled with a gas tax and inconvenient mandatory conservation measures. What makes this even more interesting is that this public face was put on before the November national election. But after the election was over, the press reported Secretary Morton now saying that Mr. Sawhill's gasoline tax could not be ruled out as an option. It was now on a "back burner". Changes were obviously in the wind. More recent media reports show a gradual swing by the Administration toward the very same conservation measures and gasoline tax proposed by Sawhill prior to his firing. In other words, politics now out of the way, the shift back to the inevitable was occurring. The gasoline tax now appears almost

a certainty--as much as 50 cents a gallon! It would seem Mr. Sawhill was fired for being "too candid" and too honest prior to a national election and for saying things that would not be popular. For this he was punished. It is this writer's opinion that Sawhill was extremely qualified and capable as FEA Administrator and that his firing may well have been a political expediency accomplished for the good of a political party and not for the good of the nation.

The Washington Post supported this view with an editorial on November 1, 1974.⁵ The Post indicated Sawhill had been getting "tiresome" to the Administration "with all his statistics and exhortations," and wanted to get serious about conservation in a way "that causes major disruptions and gets people upset." The editorial reasoned that "by this appointment (Gibson's), Mr. Ford is telegraphing a message that he does not expect any very forceful and realistic policy to emerge from the FEA. Instead of cutting down sharply on oil consumption, we are evidently going to live dangerously and trust to luck a little longer." This type of problem has kept FEA from being as effective as it might.

What, then, are the current goals and objectives of FEA public affairs? And what is its role today?

A recent statement of objectives for public affairs came as the result of a management-by-objectives

conference in September 1974. These objectives are listed in full in appendix C. The general objectives listed were: "To ensure that the activities of FEA are presented to the public; to provide the public easy access to information under the Freedom of Information Act; to provide prompt and accurate responses to the public and the media; and to improve public understanding of FEA functions and purposes as outlined by the 'Federal Energy Administration Act of 1974' to include: (1) Making public any information, reports, and summaries necessary to keep the public fully and currently informed. (2) Informing the public of the need to reduce the rate of growth of energy demand through voluntary energy conservation. (3) Communicating the importance of energy independence by the 1980s."

On October 10, 1974 Nipp sent a memorandum to Sawhill outlining public affairs' four primary objectives specifically for Fiscal Year 75.⁶ These objectives are: (1) Special information program on energy conservation. (2) A public concept of Project Independence and national energy policy. (3) FEA's role in energy. (4) Management improvement within the office.

The above documents, read in their entirety, give a good feel for the tasks considered to be primary in the current public affairs program.

Public affairs structure and organization

At this point it is worthwhile to look at the management structure of FEA Public Affairs and study the functional organization which is tasked with accomplishing the objectives just mentioned.

FEA public affairs is organized into functional divisions. They are: "Front Office", Freedom of Information Office, Regional Liaison, Research, Speeches, Visual and Electronic Media, Publications, Administrative Operations and Distribution, Media Relations, and Public Inquiries. Each will be considered separately.

Front Office

Like any front office, the primary purpose is to "run the show". This includes overall management, direction and control. It also includes primary liaison with other agencies' senior managers including the White House. It is here that policy is formulated and final approval is granted for press releases, reports, important letters and other communications.

The office is headed by the director of communications and public affairs, Robert E. Nipp. Nipp reportedly knows all 129 people on his staff on a first name basis. The office is staffed with a couple of special assistants and two secretaries/administrative aides.

Nipp currently has no deputy director. A number of potential deputies have been sent over by the White House for interviews but for one reason or another, none were acceptable. One was a "staff-cutter", another's personality just didn't seem to fit with the staff and the workload, others perhaps didn't agree with Nipp's philosophies. Nipp, as pointed out earlier, signs almost all correspondence (100 to 200 letters a day), talks directly with many media representatives, and hires everyone himself down to the lowest levels. Edward Koenig had served in the interim as acting deputy but some personal differences resulted in his becoming a "special assistant" and eventually being asked to head a newly created Office of Community Relations and Public Education within public affairs. While in the front office, Koenig helped Nipp in his liaison with other federal agencies and also helped coordinate the staff.

The position of deputy, it is felt, is a most important one because it can take a large administrative load off the director and relieve him of many smaller details which may get in the way of efficient decision-making and policy considerations. The deputy can also serve as a "chief of staff" and be the primary liaison where staffing and staff problems are concerned.

Although many of his staff complain about the lack of decentralization and the fact that Nipp keeps too

much authority to himself, most nevertheless agree he is highly effective both in dealings with the media and with the Administrator.

Nipp is an extremely capable and hard-charging individual who was well suited to the tasks of FEO public affairs. In spite of any internal management problems, Nipp has gotten the job done. A less dynamic man might have failed during these times. As he has said himself, "We've made Mr. Simon and Mr. Sawhill recognized. People know them when they see them on the street or at an airport. They are more well known than most Washington dignitaries or cabinet members. We had to achieve this visibility; we had a crisis to communicate." ?

Freedom of Information Office

This office prepares responses and establishes procedures to handle requests for materials under the Freedom of Information Act (FOIA). The Act requires federal agencies to provide information to the public except in certain cases where specifically enumerated exemptions can be applied.

In the Fall of 1974 the number of requests handled each month by this office of about four people amounted to some 400 by telephone, about 55 in writing, and nearly 200 per month came in the form of walk-in

requests.⁸ It should be noted these are only requests for information where the FOIA was cited and in no way represent the total requests for information processed by FEA public affairs.

The office has liaison with all departments in FEA, which can be called on to provide input when decisions need to be made on requests regarding their areas of knowledge. The departments provide an initial recommendation of yes or no along with rationale to back it up. This is reviewed in the FOI office, reviewed again with the FEA general counsel for a final resolution, and then a reply is sent to the requestor by the FOI office under Nipp's signature.

The bulk of the requests under the FOIA come from law firms, oil companies, or public interest groups. Many want access to internal deliberations which go into the decisions made by FEA (this is a category which may be legally withheld).

The FOI office began with FEA in April of 1974, some five months after the creation of FEO. Like all new offices, it has been slow in developing precedents since each request was essentially "new" and had to be handled individually. Procedures are now being created and information has become largely categorized so the office can deal with it more efficiently and quicker. Nevertheless, many of the requests are complex and involve more than one

legal exemption possibility. Also, some requests involve voluminous amounts of material which take time to wade through in making a decision. The law now says FEA has 20 days to process a request; much of this time is used up in deliberations in the various FEA departments prior to returning to the FOI office for final processing.

FEA has a charge for copying expenses or search fees where a document exceeds thirty pages, or where the search is extensive and time-consuming. From April until mid-October of 1974 these charges totalled \$2300 and are authorized under the FOIA.

The office is working now to coordinate with the regional offices more; to tell them what is being handled, and how, and why, so the regions will be able to do more on their own. Thus far, FEA has received a large number of requests from the media primarily because the media don't yet have many energy contacts outside FEA.

Charles Snowden, the legal aide in the office, says the office "...is not the enemy--we're here to serve the public but also to protect the agency." 9

Regional Liaison

Each regional office of FEA has one or more public affairs specialists assigned. Each of these field PAOs works with headquarters public affairs on a daily

basis. There are ten regional offices: Chicago, Atlanta, Boston, New York, Philadelphia, Kansas City, Dallas, Denver, San Francisco, and Seattle. These are located along with other agencies on a fairly standard federal geography plan which aids coordination with other government departments.

The regional liaison office coordinates press releases and the distribution of FEA materials through the regions by telephone and facsimile machines. In some cases, a regional office will originate a press release itself. Occasionally, all the regional PAOs will come to Washington for joint briefings. Each regional PAO works for the regional administrator but is also responsible to headquarters public affairs. Although centrally administered, the regions each have different emphasis and do much of their own material such as writing speeches, press releases, etc.

If regional offices have a complaint, it is often that they feel "left out"; that they are the last to find out what is going on in Washington. The regional liaison office and its staff of one officer and a secretary was set up to help that situation. Regional Liaison, because of its central location, also effects coordination with other agencies of government as well as various departments in FEA and can then relay important information to the field offices.

Requests from the regions for assistance can also be handled here. For example, many groups contact the regional offices--schools, trade associations, companies, and various national organizations--requesting speakers, speech materials, printed matter, forums, etc. Some of this can be provided from Washington.

The office was also integrally involved during the Project Independence hearings held in various locations across the country. Much of the coordination was effected through the regional offices.

Research

Research is staffed by seven people who provide research services for Publications, Audio-visual, Public Inquiries and other offices in FEA. Files are maintained by subject and, as FEA grows, these files become more extensive. The materials developed by this office are often just for file and reference purposes. Other times they are for internal use, external release, or use in a new publication. For example, during the crisis one shortage that cropped up was that of anti-freeze in cars. Research developed a paper on why anti-freeze was in short supply and so expensive. This fact sheet was available for use to answer questions on the matter, release to media, or include as further explanation with letters of response to the public.

The office considers its primary job that of preparing briefing materials for the Administrator. Prior to any public affairs event such as John Sawhill appearing on television or going before a press conference, research will compile materials likely to be useful to him. They will try to anticipate questions that might be asked and provide the answers in written form for the Administrator to study. They will also compile editorials from a medium which might be interviewing Sawhill to show the slant that medium has been taking on a subject. In short, the effort here is to be of service to the Administrator and provide him enough material to prepare him for any public appearance.

Sources used by the office (in addition to sources internal to FEA) include the Library of Congress, Department of the Interior, Smithsonian, the Ford Foundation, and other government agencies.

Where necessary the office will also be called on to verify facts and figures in speeches, testimony, and other materials. To do this the office uses its information retrieval system which is still being refined. With this system, research can often provide fast service especially where White House or Congressional requests are concerned.

Speeches, Articles, & Scheduling

This office prepares speech materials for the Administrator and other senior staff. It drafts numerous articles for publication and "Op Ed" pieces for use both by FEA and the White House. "Op Ed" pieces are those used to express an opinion in a newspaper and they run on the page opposite the editorial page. This same office also has the responsibility for coordinating speaking engagements for the Administrator and other senior staff members as well as scheduling out-of-town engagements. Included in this responsibility is any advance work in the field that might be necessary. In addition, they prepare a weekly public appearance schedule of the Administrator and Deputy Administrator. This work takes about eight people, including speech writers and secretaries.

During the peak of the crisis in the winter of 1973-74 the office was scheduling 100 to 200 appearances a week by the top FEA officials. The average as of this writing is down to about 25 a week. One employee said they once scheduled 23 engagements over a period of 35 days for John Sawhill alone.¹⁰ Most requests today are from industry, engineering societies, or groups like truckers associations. Most are requesting speakers for annual meetings and other functions. The task has grown

to such proportions that even now, with the crisis having subsided somewhat, the office will only accept written requests for speakers. The only exception to this is requests from Congress.

Problems exist in the job. For example, because of his necessarily flexible schedule, it is difficult to get a decision from the Administrator's office on accepting or declining an engagement. Groups requesting speakers always want a long lead time, and this complicates matters. And frequently Assistant Administrators will make a commitment in person and not coordinate with the speech office thus causing potential scheduling conflicts.

Only appearances on radio or television are not scheduled by this office. Those are done primarily by Nipp himself where the Administrator is involved and, to some degree, by Media Relations for other top-level personnel.

Visual and Electronic Media

One of the larger departments in public affairs, Visual and Electronic Media employs about 13 people. This includes a director, two secretaries, a radio assistant, four artist-illustrators, two still photography people, and two in a visual productions branch. This staff is

responsible for all graphic work, television work, design and layout of publications, production of charts and briefing materials, production and coordination of motion pictures, creation of exhibits, creation of daily radio news programs, production of slide sets and film strips for schools and various organizations, production of television features, newspaper and magazine photo features, posters, and flyers.

All radio and television work for the FEA, beyond what the Ad Council has contracted, falls to Visual and Electronic Media. Currently FEA is planning a motion picture on the energy situation which will cost about \$126,000 and will be administered by this department. The film will be contracted out and technical assistance will be provided by FEA. Some 500 prints are to be made available for distribution to libraries and general audiences.

With regard to serving the media, FEA will loan originals of graphics, slides, etc. or give duplicates where warranted. To date there is no provision for the sale of any graphic or audio-visual materials either to media or other requestors.

Victor Keay, Director of the department, came to FEA from the Agriculture Department. In addition to his department duties, he is also the coordinator for Project

Independence public affairs and served as the coordinator for the recent public hearings on Project Independence.

He acts for Nipp when Nipp is absent from the office for any extended period. 11

Publications

Publications, and its staff of nine writers and editors, prepares, writes, edits, and coordinates the printing of all FEA external publications. From June through September 1974, this amounted to no less than 100 different publications.

The demand for these materials is great; fuel allocation publications were first announced May 27, 1974 and within a couple months the requests for them grew to 125,000.

Some of the publications are drafted elsewhere in FEA but will be edited and coordinated in public affairs. This includes clearance with other Federal agencies where necessary, liaison with the Government Printing Office, preparation of plans for distribution and, frequently, preparation of a press release on a particular publication to stimulate interest.

FEA has no distribution center of its own for publications. This is done by contract with the General Services Administration (GSA) and requires about 90 days to arrange. Often, FEA will "piggyback" on some

other federal agency which is also making a distribution to the same addresses. Publications go to science teachers, industry, interest groups, etc. and so far no charge has been made.

Coordination is effected with the Visual Media section to prepare graphics since Publications has no graphics section of its own. In fact, a system exists whereby each department or division in FEA assigns a contact officer to work with Publications in matters where that department or division might be involved. To date there has been some problem with an occasional publication getting on the street without having gone through the centralized processing in the Publications department. This, of course, leads to materials in public which may be inconsistent--in facts, style, format, etc.

Editors use the U. S. Government Printing Office Style Manual (Revised Jan. 1973). Each editor prepares his/her own printing requisitions and indicates desired type style, photo sizes, rough layout, etc. Writers, on the other hand, are responsible for getting approval for a particular needed publication, they research the material both inside FEA and elsewhere (there is coordination with FEA's Research department), they select graphics, interview experts on the subject, obtain clearances and coordinate any changes that may be necessary. Clearances are

required from every Assistant Administrator, a total of 15 to 18 signatures, and are probably the biggest headache encountered in producing a publication because each feels his own words are golden and that his alterations must be included.

Writers proofread for each other. Clerical help does the smooth typing once final clearances, including one from Nipp, have been obtained.

Finally, the department has a Videotype machine which justifies margins and essentially makes the copy camera-ready for the printer.

Administrative Operations and Distribution

Administrative Operations provides general support for FEA public affairs such as budgeting, personnel records, contracts, supplies, requisitions, travel, parking, pay, telephones, reports, furniture, xeroxing, Combined Federal Campaign coordination, etc. The staff consists of about 12 people including 3 or 4 messenger/drivers.

The phone bill alone is indicative of the work done in public affairs. The average monthly telephone bill is in the vicinity of \$4600 for the total of 125 to 130 people on board at any given time. Most of the long distance money is used by Media Relations. The money requested for the phone budget in public affairs for Fiscal Year 1975 is \$46,536.

The Distribution section responds to some 125 daily phone calls and numerous walk-ins requesting published FEA information. To do this, an extensive file system is maintained of releases, speeches, testimony and other current materials. The primary job of Distribution is to support the media and keep materials handy for them. Part of this service includes a display table of recent material which the press or their messengers can pick up when they are in the office.

Distribution also establishes and maintains mailing lists of groups and individuals which have requested materials. This distribution ranges from members of Congress, to media representatives, to private citizens, to corporations. The list is extensive; for press releases it amounts to 6,300 copies. And the problem is to produce the material and get it out fast before it becomes stale. The first 300 copies of a press release are sent immediately by messenger to major media (newspapers, wire services, networks, etc.). The remainder are then mailed out.

Including the numerous copies, public affairs turned out 2.25 million pages of finished copy in April 1974. This figure was down to about one million in August. Part of this reduction is from decreased demand but part is also through an economy program which involved narrower margins and single rather than double spacing. These and other economy measures were taken to reduce the

amount of paper used and thus conserve resources required to make paper (FEA estimates the paper it used in 1974 required 2200 barrels of crude oil to produce, not to mention some 25,000 trees) thus, hopefully, setting an example to those to whom FEA has been preaching conservation.

Distribution also produces a set of news clips on a daily basis. Pertinent clippings are taken from major papers such as the New York Times, Wall Street Journal, Washington Post and others and 80 copies are reproduced for internal distribution in FEA.

Media Relations

On September 27, 1974 President Ford made a public statement on oil import taxes. According to FEA officials, Ron Nessen, White House Press Secretary, told White House reporters to call FEA public affairs for details on the statement. The phones in Media Relations began to light up about 5:30 p.m. and continued through the small hours of the morning. FEA had had no prior notice and had to scramble to find out not only what had been announced but also to get answers for the questions posed by the media. This little story helps to show the nature of the work in this department.

Media Relations employs a Director, about eight information specialists, an editorial assistant and about

three secretaries. Their job is to prepare press releases and fact sheets (50 to 60 a month), respond to press queries (2500 a month), prepare scripts for the radio broadcasts put together by Electronic and Visual Media, prepare a weekly FEA newsletter, and take care of numerous special projects such as arranging for press interviews. The department also provides some Spanish-language material and a special weekly newspaper column on energy which has been requested by several hundred weekly newspapers.

Gene Curella, Director of Media Relations, was one of the first to be hired in FEA public affairs. He said he began "putting out fires and answering phones" and has been going ever since.¹² His people arrange press conferences; these used to be held once a week, but now occur only as needed. Nevertheless, they stay busy. In fact, each day a duty officer is assigned so someone from the department is available to the media on a 24-hour-a-day basis.

Phone calls to Media Relations run from 75 on a quiet day to nearly 300 when something important breaks. Some of the employees in the section have fielded as many as 50 calls a day by themselves. And the questions come in many varieties. Some want to know about solar energy, others about drilling. Calls have even come in wanting to know Frank Zarb's wife's name.

The attitude in the department seems to be one of trying their best to provide timely and accurate answers. Curella says "accuracy should be highlighted." 13 In many cases the answers are not readily available and research has to be done. This can be time-consuming and certainly makes for a frustrating situation when impatient media representatives are waiting for an answer. Each person in the department keeps a log of queries in order not only to avoid forgetting but also to have a record of what was asked and how it was answered. This log can be useful when the same or similar questions are asked by others. This is often the case since most newspapers in the country now have energy reporters and the trade press are also consistent and persistent callers.

One of the major problems seems to be a lack of internal communications. When something is decided within FEA, it is necessary for public affairs and Media Relations to know about it. This is not necessarily so they can release the information but at least they can stay abreast of developments. Curella says "There is a lack of communications in this agency." Some people outside public affairs seem to have a fear that if they say something, it will appear in the paper. Without a knowledge of what is going on, however, Media Relations cannot effectively serve the media and cannot aid in developing programs for the benefit of the entire agency.

To aid in internal communications within FEA.

Media Relations puts out a little fact sheet entitled "FEA Highlights", a sample of which is in appendix D to this study. It is issued each Monday and recaps the significant actions occurring in the agency during the past week. Another technique which is used is the assignment of one information specialist from the department to each of the Assistant Administrators (AAs). He assists the AA in his personal public affairs and also keeps Media Relations cut in on what that part of FEA is doing. Such a system benefits both public affairs and the offices of the AAs.

The department has specialists for both Black and Spanish media. Call-outs are made to the so-called Black press when appropriate and coordination is effected with Electronic Media to produce a Spanish-language radio show on a regular basis.

Among its other functions, Media Relations keeps a media contact list (names, addresses, phone numbers), sends releases tailored for local consumption to the regional offices for use there, conducts conference calls with the regions to discuss press releases and current events, and prepares "dirty question and answer" sessions for the Administrator to prepare him prior to press conferences.

Perhaps the biggest asset the department has is that of knowing many of the energy reporters personally. This is an advantage in working with the media one knows who is trustworthy, how a medium slants material, what deadlines are, who provides the widest coverage, and so on. This does not imply "manipulation"; simply that a knowledge of whom you are working with can assist you in serving them and your agency most effectively at the same time.

Almost the entire function of all of FEA public affairs in the early days was to serve the media. Today it is still a major function and Media Relations is perhaps the busiest and most harried of all the offices in public affairs.

Public Inquiries

Public Inquiries will be discussed as it was at the time of researching for this paper because it is currently in a state of change. At one time, 48 persons were employed in the department. This broke down to some 27 writer/editors, about 18 in a preparation branch, and three in the Director's office. Their primary function is to respond to letters from the public, the White House and Congress. These responses are drafted, edited, and coordinated within FEA and with other agencies as necessary.

Historically, the entire section was once part of the Operations and Compliance Division of the Office of Petroleum Allocations (OPA) which came over to FEO from the Interior Department in the beginning. The Operations and Compliance Division's letter-handling function was turned over to public affairs in February 1974 where it continued to serve the same function it had under OPA.

The volume of mail at the beginning was staggering. From December 10, 1973 to June 1, 1974 some 110,000 letters were answered. Obviously, the department must have facilities for handling large quantities of mail.

A daily report is kept of mail received, mail dispatched, and mail on hand. If a letter can be used to reply to more than one inquiry, a form letter is typed and approved. The letter is recorded on a special tape by someone first typing it in the smooth manually. Then automatic machines type each subsequent letter individually at the rate of $2\frac{1}{2}$ minutes per page using the pre-prepared tape. This master tape can be reproduced so more than one machine can be put to work on the same letter using the extra tapes. With several machines automatically typing out letters, time can be reduced considerably.

Requests for speed are not uncommon. While this writer was interviewing the director of public inquiries and touring the offices used by the department, the director was stopped in the hallway by Nipp. Nipp had a "crash project" (which he brought personally to Inquiries) requiring about 535 individual letters to go out to every Congressman on the hill right away.

Practically every letter leaving public affairs is seen and signed by Nipp himself or an Assistant Administrator.

In addition, the department handles all outgoing mail (and its filing) from any part of public affairs. Because it has the capability, the department also types envelopes and labels to use in sending out publications or other printed material. These requests alone amount to 500 to 1000 a day.

Finally, a significant job in Inquiries is to analyze all mail coming in to public affairs. Primarily the analyses are to determine public attitudes and opinions and any trends which may be developing. This analysis is sent in a monthly report to the Administrator, to Nipp, and to all division chiefs in public affairs. Mail is even broken down by categories as they become important such as businesses, schools, the elderly, etc. ¹⁴ If a trend is spotted, writers begin to research and draft a

response to have ready. If there is a surge on a particular topic, a general form letter can be prepared. These are individually typed and signed. Frequently, letters enclose other already prepared materials to the requestor which are pertinent to his inquiry. The pre-prepared letters are typed, signed, and run off in quantity leaving room at the top for names and addresses to be inserted.

Analysis for September 1974 shows 2,415 letters were received. The topic of greatest concern was rising utility rates; there was confusion because people had reduced their consumption but still were paying more for it. 350 letters came from business, primarily independent service station operators asking questions on the allocations. In each category, mention was made if comments coming in were negative or positive and what their nature was.

October's analysis showed 3,067 incoming letters. Again the greatest concern was rising utilities (27 percent of all letters). Ninety-nine percent of all letters received on the topic of the gasoline tax were opposed to the tax. Other subjects were foreign oil prices, fuel allocations, etc. There were 579 requests for miscellaneous information and 165 letters containing suggestions. A trend was reported showing more schools and universities were requesting information.

Update

Since research began on this paper, some changes have occurred. Over a year's time, this is almost inevitable. For example, a reorganization has occurred, partly due to the management study. A chart showing the most recent organization of public affairs can be found in appendix E. All the alterations cannot be covered here but a couple will be mentioned. One significant change is that Public Inquiries has been cut in personnel to a much smaller number. Also, a Special Projects office and an Office of Community Relations and Special Education have been created. It is hoped this latter office will eventually take over the function of coordinating Ad Council public affairs work.

The Community Relations and Public Education office will be a primary contact for FEA with the public at large. Its goal will be to communicate and gain public understanding and support. Duties will include contacting and motivating non-media audiences such as schools, professional groups, organizations, consumer and trade associations. The office will have a Community Affairs Unit, a School/Education Unit, and a Public Service Advertising Unit.

Other changes are also in the planning as of this writing. It is hoped, for example, that more decentralization will occur and the Director of Communications and Public Affairs can be relieved of many petty details which now occupy much of his time. It is likely that small changes will continue to be made constantly but it is felt that once this major reorganization (now in progress) is accomplished, FEA public affairs will stabilize for the first time in its history and settle into a more "patterned offense."

Project Independence

Many efforts could be cited as examples of work being done today in FEA public affairs. Whereas the Ad Council work was probably the most major effort in the early days (the 'Don't Be Fuelish' campaign), the public affairs aspects of Project Independence may be the biggest major project in the current situation.

According to a number of pieces of printed FEA material, Project Independence is the first comprehensive program this country has had to evaluate energy problems--present and future--and develop a national policy which will restore independence from foreign energy producers.

The Project was initiated in March, 1974. Following months of hearings across the nation and many hours of research, a Project Independence summary was officially released by FEA on November 12, 1974.

What are the reasons for Project Independence?

Over the past 20 years, U. S. energy demand has grown at a rate of 4 to 5 percent a year. Today, this country uses six times the per capita average of the rest of the world. During this time crude oil production in the U. S. leveled off, coal production has not increased since 1943, and since 1968 we have been using natural gas faster than we can find it. The result is growing dependence on foreign producers.

In a nutshell, the program offers the following measures which must be effectively communicated to the American public: (1) increase domestic supplies (2) reduce the growth in energy demand (3) develop plans for storage and effective emergency programs (4) negotiate in the international market to reduce the likelihood of future oil cutoffs.

There are many aspects to the entire program but what we are interested in here is the public affairs role in Project Independence and what measures will be taken to communicate it.

An initial public affairs plan was submitted in outline form to Administrator Sawhill on September 19, 1974 by Robert Nipp.¹⁵ This memorandum stated "The entire public affairs staff is mustered for this largest public

affairs effort of the energy office. This plan utilizes the full resources of the Public Affairs Office on a project that, by its nature, permeates every aspect of policy and future courses of the FEA."

The plan, even in its outline/chart form, runs to five filled pages so a discussion of each item would not be possible here. For that reason, the major efforts and an overview of the complexity of the plan will be presented.

The initial plan covers only the beginning phases of Project Independence. Each item is "timed"; that is, each item has a target date shown in the chart. Most of the items cover a period of time through the end of 1974 although many of these are listed as "continuing". The chart is divided into these categories: media, audio-visuals, field operations, other briefings, national organizations, materials development, information kits, and a miscellaneous category. The memorandum notes that a long range plan will be presented later for reporting progress.

The media section includes a White House press briefing, and briefings for energy, conservation, finance, science, and consumer editors by Sawhill. A network interview with Sawhill was also scheduled in conjunction with the White House press briefing. There was to be a reception for the energy press, the development of a

spotmaster program for radio, a National Press Club luncheon, placement of articles in special interest publications, meetings with the wire services, major radio and television appearances by high-level officials, contact with publications to promote cover stories, editorial backgrounders, and many other scheduled activities.

Audio-visual has the responsibility for producing films and film strips, public service announcements on conservation, exhibits, a multi-media show on the relationship of the federal government to the Project, charts and other visuals for regional support, etc.

Regional and field PAOs were scheduled for meetings to review a regional media plan. Regional offices were to receive briefings from headquarters and, in turn, were to prepare briefings for local chapters of national organizations. Local media were to be contacted, interviews developed, and briefings conducted.

In addition, various state governors were scheduled to be briefed along with the Cabinet, PAOs from other agencies, members of Congress, etc.

A series of briefings were scheduled with national organizations such as the American Automobile Association and the American Truckers Association. In addition, a follow-up program was developed for all such organizations.

Fact sheets were prepared. A system of responding to public inquiries with a 10-page brochure was established. Questions and answers on Project Independence were developed and Sawhill was prepared for press conferences and speaking engagements by a "murder board" presenting him with anticipated questions and answers developed within FEA. Charts for White House briefings were prepared. And FEA became involved in helping to develop statements for various public officials and Congressmen.

Information/press kits were developed and placed in a nice blue and white Project Independence press kit folder. Materials included the 10-page summary, questions and answers, highlights, fact sheets, charts, a statement by Sawhill, and other items.

Even this overview shows that many hours of work went into the preparation of materials and people for the initial onslaught. Although it was almost inevitable that the time table would slip on some items--and it did--most of the program is ongoing as of this writing. It has not been in effect long enough to get substantive results to evaluate. But nearly every medium and method of communicating the message is being used and the program will be expanded in the future.

Interview with Robert Nipp

It is perhaps significant to conclude this chapter with portions of an interview with Robert Nipp. Having looked at the entire program, it may be useful to get some words from the "head shed" to highlight public affairs from the boss's point of view.

Although Nipp provided much information throughout the research and was most congenial and receptive to all questions, perhaps the only "formal" interview was conducted upon completion of research. Chapter III shows the frustration of trying to talk at length with this busy man. The "interview", such as it was, was conducted on January 28, 1975. 16

The first question dealt with the functions and problems in the early days of public affairs. Nipp replied "I guess when we first started the energy office, the biggest thing was, number one, how to respond to the embargo which was cutting off, I believe, 2.3 million barrels of oil a day. We had questions on was the embargo working and if it was working how much oil was going to be cut off. And thirdly, how long would the embargo last. Then we had to come up with programs to help combat the effects of the embargo. And Secretary Simon and John Sawhill determined that perhaps we would sacrifice some heating in our homes and some gasoline in the cars and try to

save as much as possible our industrial capacity and our industrial levels. Therefore, the whole idea was to try to save the jobs. We think that people will go with homes a little cooler and drive their cars a little less but let's save the jobs; let's keep the factories going. All the way through that was our basic theme."

Next he was asked if things have changed since then. His reply was "Oh, yes. Drastically." He said the embargo had brought home to us our dependence on foreign oil. So one problem now is the balance of payments. Nipp pointed out we had sent some 3 billion dollars out of this country for oil in 1971; in 1974 the figure was up to 24 billion. To increase our own production and cut back on this dollar outflow is a major concern. FEA is also trying hard to promote the development of new, more reliable, supplies along with a strong program of energy conservation.

Nipp feels all the Administrators have respected and valued the press. He said they have felt they can learn from the press; the press helps to keep them on the right course and gives indications of public thinking. So closely has Nipp worked with the Administrators that he feels there may even be a little internal jealousy on the part of other FEA officials who may not have this close rapport. Being a professional it is unlikely that

this bothers Nipp too much because every management and public relations text advocates a very close two-way relationship between the top official and his spokesman. It's the best way for both parties to be effective.

Asked if the changes in Administrators had caused any problems, Nipp said no. He added that most changes have been internal and managerial in nature, not in basic philosophy. He said, for example, that in the early days when everything was crisis-oriented, they handled 2000 to 3000 phone calls a day. Now there is more time to write publications, work with the schools, do advertising campaigns and so on--all of which just couldn't be done then; there wasn't time.

Earlier in this paper Nipp's view of his public affairs front office was related. He was involved in everything personally and is now trying to modify that somewhat. His relationship with the White House, the Energy Resource Council and other agencies is a good one. Most importantly, his relationship with the Administrator is a good one which aids Nipp in providing counsel where the media are concerned. This feeling is that the more he can educate the press, the more the press can help FEA to convey the situation to the public.

Part of the interview involved his opinions about the Ad Council campaign which was also covered earlier.

On the subject of staffing, Nipp indicated this was his first big problem. It was difficult under the circumstances to weld together an effective team. Training was also a problem because no one was really an expert in energy. And of course, the grueling hours were a major factor.

Nipp is proud of his staff. He says that although it necessarily has a low GS rating average (not much seniority), everyone is doing an important job. Many have their Masters degrees. Altogether his staff can translate fourteen different languages. And Nipp requires honesty from his staff. Our policy, he has said, is "We cannot lead the public astray."

There is a move to cut the staff back to 100 people from 129. That, says Nipp, "would be a disaster and I'm going to buck it right down the line. We have a tremendous work load; people in nights, on Sundays, and so on. We need all these people."

As to the future of FEA public affairs, Nipp hopes his office and its functions will not become too bureaucratic. He feels, and it is easy to agree with him, that they are most effective when given some freedom to get the job done. And he hopes to continue to have access to the Administrator as he has had in the past. This, of course, is essential.

Nipp feels however, that it is possible FEA and its public affairs may have less power in the future--especially if the crisis subsides and public interest lessens.. Right now, he says, Zarb sits close to the President on energy matters, chairs the meetings and has influential input. Hopefully FEA will be that fortunate in the future, but the possibility exists that it will not.

The relationships are important. Nipp says the Energy Resources Council has brought together the best minds available on energy to discuss things with the President and these relationships are good ones. Nipp says any rivalries and sniping among these men which the press has built up in some cases just don't exist.

In fact, at the present time, Nipp himself is included with the FEA Administrator in the Energy Council meetings which is a real benefit to Nipp and his public affairs program. He feels it shows trust in his program, aids in staff morale, and increases credibility. Nipp feels that so far he and his staff have avoided the often-repeated lament of public relations: never in on the take-off but always in on the crash.

FOOTNOTES

1 The Washington staff in December, 1974 numbered 1690; the entire FEA staff, including field activities totalled 3200.

2 "Communications and public affairs; A Management Study," prepared by a study team from the Office of Management Sciences, FEA, Washington, D. C., November 1974.

3 Interview with Robert E. Nipp, Director of Communications and Public Affairs, FEA, Washington, D. C., 28 January 1975.

4 Interview with David Mackin, Head, Public Inquiries Division, FEA, Washington, D. C., 12 November 1974.

5 "The Firing of Mr. Sawhill," The Washington Post (editorial), 1 November 1974, p. A24.

6 Memorandum for Mr. Sawhill from Robert E. Nipp pertaining to public affairs objectives, dated 10 October 1974.

7 Ibid., interview with Robert Nipp, 24 September 1974.

8 Interview with Charles Snowden, Legal Aide to Freedom of Information Office, FEA, Washington, D. C. 15 October 1974.

9 Ibid., interview with Charles Snowden.

10 Interview with Anne Reade, Assistant, Speeches, Articles & Scheduling, FEA, Washington, D. C., 25 September 1974.

11 Interview with Victor Keay, Director, Visual and Electronic Media, FEA, Washington, D. C., 6 November 1974.

12 Interview with Gene Curella, Director, Media Relations, FEA, Washington, D. C., 30 September 1974.

13 Ibid., interview with Gene Curella.

14 The elderly, for example, have become concerned about the buying power of their social security dollar in the face of an energy shortage and a weakening economy.

15 Memorandum from Bob Nipp to John C. Sawhill
subject: "Total Public Affairs Approach to Project Inde-
pendence," Washington, D. C., 19 September 1974.

16 Interview with Robert Nipp, Director of
Communications and Public Affairs, FEA, Washington, D. C.,
28 January 1975.

CHAPTER VI

SUMMARY AND CONCLUSIONS

Summary of Key Findings

FEA public affairs has come a long way. Many changes have occurred within its brief history. What is most significant are those changes which FEA may have been able to cause in a national lifestyle--and those which must yet be caused.

FEA Public Affairs Organization

FEA, as has been seen, began under crisis conditions. It was thrown together with no charter, no precedent, and no paperwork. Things were unstructured and informal. Chaos existed but work got done in spite of it because there were no regulations to hold people back, no red tape, and no stultifying official procedures. There was necessarily a great deal of personal control at the top. And life was extremely hectic.

Obviously the most important finding in this research is the change which FEA has undergone since those early days. It was this change in which the writer had been most interested at the outset. Evolution has produced

bureaucracy with all its attendant problems and inefficiency has necessarily been somewhat lessened. FEA public affairs has moved from what someone termed "brinksmanship public relations" to a full-fledged government public affairs operation. The office has now been set on a sound public relations foundation. And it now has a fairly standard government organization.

Size and growth have reduced the office's freedom to act somewhat. Things done in haste at the beginning are now being refined. The function has become settled and is much more structured. In the beginning it had a rather free hand; today it has the Office of Management and Budget (OMB) and the General Services Administration (GSA) looking over its shoulder. FEA has become "one of the group".

Some parts of FEA have not yet completely accommodated to the departures from the early days. But it can still get the job done. And it must not act as if the restrictions of bureaucracy are major hindrances; it must look instead to its experience and expertise to effect progress.

Messages and Media

It has been shown in this paper that the literature of energy is both extensive and intensive. It pervades all media. Right now much of the material on

energy is found in periodicals because the crisis is too new to have allowed time for the production of books, movies, and other more complex forms of communication. But the information is in the public domain in great quantity and is likely to continue in that status.

Just "putting out the words" however, is not the end of the line for those concerned with world energy. Motivation must be an integral part of the message. And action must be an integral part of the result. Nowhere does the old cliche apply more: "You can lead a horse to water but you can't make him drink." FEA must at least convince that proverbial horse that he needs the water to live.

One thing public affairs has not yet done formally is to survey the public. The Office of Energy Conservation in FEA is just now beginning to move into the realm of polls and surveys. But when this fact was mentioned to those in charge of public affairs they were unaware of the work with polls in Energy Conservation. (Here again, internal communications are at fault.)

It is imperative for public affairs to know what public attitudes are. These must be determined accurately. The results of professional surveys can tell a great deal about attitudes and opinions and can be the basis for formulating effective plans of communication. Without such knowledge, it is foolhardy to continue

blindly on any track. FEA public affairs should, in fact, incorporate the polls/surveys function into its own office. Such polls and public measurement studies would be an excellent field not only for FEA investigation but also for future student research. Such work is timely and is needed now as FEA settles down into more methodical means of delivering their messages.

It seems the toughest problem to be faced by FEA is to retain public attention when all the psychology of the situation works against it. As the quote from Anthony Downs pointed out earlier, it is human nature to employ psychological defense mechanisms to shut out anything undesirable. People just don't want to face problems.

A page-one article in the Washington Post on the day this chapter was first drafted points this out even more dramatically.¹ The article says "The United States has six percent of the world's population, but uses 30 percent of its energy, a statistic that hasn't changed one percentage point since the dawning of the energy crisis three years ago." So the question is: have FEA and other energy communicators been truly effective? It doesn't seem so, at least on the surface. The article adds that the U. S. wastes 25 percent of its energy, as much as the 105 million population of Japan uses. Mandatory conservation has not won acceptance. And in

spite of the example being set by government agencies, voluntary programs are also questionable, says the Post. Roger Sant, FEA assistant administrator, is quoted in the article as saying "It's hard to ask one store to turn its lights off if the store it competes with won't switch theirs off."

This very problem again highlights the necessity for FEA to become more involved in polls and surveys and other behavioral and attitudinal studies.

Even in the face of a disintegrating economy people don't necessarily react rationally. A Gallup poll reported in January of 1975 that only 49 percent said they would cut down on driving if gasoline went up another ten cents a gallon. Forty-eight percent said they would not. And of those who would cut down, only 11 percent would reduce significantly, 26 percent would cut back "some" and 11 percent would reduce only a little. Maybe we're just not scared enough yet--or we're insufficiently motivated.

In fact, it may be that the tack for FEA to take might be not to pound the public with facts and figures and scare them with taxes and rationing. Perhaps it would be more effective to take a less negative approach and try to show the public the "good sides" of the crisis. After all, it is here to stay and we have to get used to it one way or another. Maybe people need

to know that less fuel means slower driving speeds which ultimately mean fewer highway deaths.² Maybe we need to be encouraged to stay at home more and get to know our neighbors; crime might even be reduced. Maybe we need to have energy crisis parties and share one-pot suppers--and conservation ideas--with friends who also want to save energy. Maybe we can learn to enjoy slowing down and living longer. All these things might be very worthwhile. Maybe they could be accomplished with the right combination of professional communications and psychology. It couldn't happen overnight of course, but such a change in lifestyle seems a must if we wish to survive our times.

Recommendations For Future Research

There is frustration at having to leave so much out of this paper. There is much of significance in the literature of the crisis which cannot be covered. Much is accomplished at FEA for which there is no room here. And no attempt has been made to evaluate closely the results of FEA public affairs efforts. There are two reasons for this: first and foremost is the fact that with only one year under its belt, little of substance can actually be said regarding its effectiveness. It must be added, however, that it is rapidly coming to the point where FEA must make such evaluations. It must pin-

point its communications strengths and weaknesses. Here again is an excellent area for further research by students involved in the communications sciences.

The other reason such evaluation was not attempted in this paper is that many other factors have interplayed with the energy crisis and it would be difficult indeed to determine just how much influence these things may have had. For example, the economy is a major factor. The current slum/recession has forced many alterations of societal behavior. Did people reduce their consumption of gasoline because of messages on conservation from their federal government--or was it because they had less money in their pockets? It is almost impossible to tell. Perhaps just such an evaluation would be a good topic for future advanced degree candidates in sociology or some other discipline. At least this could be hoped for.

This paper may also open up suggestions for other forms of research. For example, it may be of value to survey the employees working at FEA to determine their attitudes to working there and to the crisis itself. Perhaps those "in the know" could shed some interesting light on the problem. It may also be worthwhile to know how the non-public-affairs employees feel about the effectiveness of public affairs in communicating ideas

with which FEA employees work every day. Do all employees find satisfaction in the efforts of public affairs? Or are there areas where the message has been inaccurate or inadequate? Is it possible that FEA employees (outside public affairs) may have some suggestions of value for communications which could be brought forward for consideration if the opportunity were presented?

Another area which could have value might be to study how long it takes to diffuse FEA's messages across our country. Where do the messages first take root? Do they get their impetus from opinion leaders or from the masses? How much time does a message require to spread from FEA public affairs to the "man in the street"? And especially important, how long does it take for such a message to sink in to the point where that man in the street will heed it and take action? Have we reached that point yet on any of the messages? If not, we should know why not. And if we have reached that point, why has there been so little evidence of change in attitudes about using gasoline? In spite of all the information being promulgated, why are people still rather blasé? What type of message will have the greatest effect on them? Through what means can the message best be delivered?

This list of unanswered questions could go on almost indefinitely. But these are pertinent questions

which should be studied and evaluated. If answers--or even some fairly valid indications--could be obtained through research, FEA public affairs could be better prepared to attack the problem. Certainly, the more that is known about the public and its attitudes and actions the more effective the design for communicating with them can be.

It is recognized that the above research is costly and dependent on budget. But the theory is valid and should not be ignored. If the problem is important enough in the priority system, a means should be found to attack it thoroughly and knowledgeably.

Conclusion

Even as this final chapter is being drafted, more and more articles appear on the problem of energy. President Ford's State of the Union Address given on January 15, 1975 stressed both economy and energy. The President dealt with the energy crisis at great length saying that oil imports have to be reduced, we must end dependence on foreign suppliers by 1985, and we must develop our own energy technology so we can supply much of the Free World by the year 2000.

The February 1975 issue of Reader's Digest discusses the problem saying "Unless the United States takes immediate steps to force an Arab-Israeli settlement

the explosion of a fifth war in that tragic area seems inevitable--along with a new and tougher oil squeeze, widespread financial chaos and the most serious threat to world peace in decades." 3 The Digest article, which has reached a claimed 43 million readers, puts the situation in very serious international terms.

So the crisis lives on.

This paper has pointed out some of the problems of FEA in its youth. For example, government credibility promises to continue to plague FEA. Watergate and other incidents have simply made the entire world suspicious about the honesty of federal agencies across the board. This needs to be overcome but it will take a long time. Even within government, credibility is a problem. One unidentified man who works in a government "watchdog" function said in passing about FEA "I've worked there and there's an awful lot that goes on that they don't represent accurately in those piles of press releases they put out."

As was said before, another difficulty is that FEA has been in business for only one year. It has few precedents and little past experience on which to rely. Therefore, it is hard to plan effectively and it is almost impossible to budget accurately. No one can predict what the second, or successive, years might bring. This problem

of course, needs time to be resolved--and the experience gained must be used intelligently. The initial year has been an interesting and unique one. Appendix F, an FEA press release, summarizes FEA's first year and its major accomplishments.

Effective communications will be a major challenge for the future. FEA has already told the public over and over again how it can cut back but, as we've already seen, it is almost impossible to tell if the results are due to these communications or simply to a decline in the economy.

This paper has pointed up other difficulties in FEA public affairs. There is, for example, an internal communication problem. More coordination with other parts of FEA must be effected. It is necessary to work closely with all departments in order to ensure an accurate flow of information to the public.

Planning is a weakness. This is especially true where long-range plans are concerned. Time may help here but a conscious effort will have to be made.

So far, training has been neglected. It has been only "on-the-job" and very little formalized training is conducted. There are many aspects not only of energy but also of public affairs which could be taught in an established program. Everyone could benefit and even

the old hands might profit from an occasional "refresher". Certainly, the new employees need this type of training as well as an initial overall indoctrination to the agency itself.

The politics of operating in Washington and of being an agency under the direction of the White House presents difficulties. It also has its advantages at times. FEA has the challenge of satisfying the White House, the Cabinet and other agencies while at the same time trying to use proven methods of professional communications to get their messages across to the public. In such an effort, there are bound to be occasional conflicts. It is to be hoped they are resolved for the good of the public rather than for the good of politics.

Perhaps the most numerous--and possibly the most easily solved--problems for FEA public affairs come under the heading of organization. The office has been in a state of almost constant flux which makes efficient operation difficult. The office itself has been physically moved from place to place. Administrators have changed several times in the first year. For the most part, there has been no deputy assigned to public affairs. And there has not been adequate delegation of authority.

What can be done about these organizational difficulties? Not all the answers are simple ones. The

problem of change is being resolved as the agency settles into bureaucracy and becomes more stable. Hopefully Zarb will stay awhile. It would definitely be adviseable to get a deputy officially assigned and get him on board immediately to take over those functions most properly handled by a "number two". And without question, Robert Nipp must begin to relinquish the reins over many of the details he has been personally supervising. So much control of detail by one man stymies creativity and production within the organization and tends to sidetrack the director from exercising proper control over major policy matters and other top-level considerations. There isn't time for one man to do it all. The time has come to delegate additional authority, get a man assigned to supervise the staff, and free the director for more important matters.

This principle of decentralization is paramount and widely recognized. Peter Drucker, a well-known "management expert", has said "By now managers everywhere have learned that decentralization strengthens top management . . . The only way to . . . restore management's authority is to demand responsibility of each member of the work force."⁴ Later in his book Management Drucker says "There are additional reasons why the one-man top management tends to malfunction. Every top-management succession in a one-man top management is a "crisis" and a desperate gamble. No one in the business except the former top man has really done the top-management work and proven himself in it."⁵ Drucker lists other similar hazards which will not be covered here.

Where Nipp and his talents are concerned, he is admirably suited to crisis public affairs and to the long hours and innumerable headaches of such an effort. Perhaps he is happiest and most effective in such a capacity. But right now FEA public affairs needs a form of leadership which is more managerial in nature. Nipp is aware of this and is considering changes. The days of one-man rule must be ended and the now sizeable staff must be allowed to exercise its own expertise and assume more responsibility.

This study has also shown the first major FEA effort to communicate the crisis to the American public: the Advertising Council campaign. Americans have been bombarded by "Don't Be Fuelish" for some time. Now FEA is moving to its "second phase": another major public affairs effort called Project Independence. This involves all the media and calls for maximum staff effort. Its effect is yet to be determined.

We have seen that the Ad Council campaign went out via many media and reached millions of Americans. But so far all we really know is that it went out. We do not have any evaluation of its true effectiveness in changing attitudes. Just knowing how many people were exposed is not necessarily a measure of success. It is hoped that some evaluation will be made of the efforts being made now in Project Independence.

These are some of the most prominent problems at FEA public affairs. But in all fairness, it must be pointed out that all is not as thorny as it might sound. There seem to be enough employees to do the job and they are professional in their approach for the most part. The techniques, tools, and organization are also there and they are basically understood and used. The media are being satisfied. Millions of column inches and uncounted time on the air have resulted from these efforts. Certainly few Americans can have avoided the communications. But can they have ignored them? The task is an enormous one and is made even bigger by the problems which must be overcome in getting FEA started. It has not been easy and FEA has, without question, made a most commendable beginning. It must now evaluate its first year with a view to overcoming weaknesses so it can be even more effective in the challenges which are bound to confront it in the future.

From a broader perspective, it is hoped this paper may have value beyond just a study of FEA public affairs. Perhaps it may serve as background in setting up future public offices whether in a crisis situation or not. Hopefully, there are lessons here for anyone engaged in, or using, public relations in any capacity. The lessons here may help the practitioner to avoid some pitfalls and use some of the strengths of the FEA operation.

The functions and the organization of FEA public affairs may be worth some study prior to any future attempt to set up an office. Even a review of the records and paperwork at FEA could be of value as a guide. Some of the references used for this paper may help in the initial legwork necessary for setting up an office. The materials and principles are as applicable to a business public relations activity as they are to government public affairs.

Finally, there may be value in this paper for the non-PAO, especially those who are serving in top managerial positions. Hopefully, they can gain some understanding and appreciation of the function of public affairs as well as how it should be organized and used. Without top management's awareness of the value and proper use of public affairs, this essential service to management will never gain its proper place in the organization. To be successful, public affairs must have the support and backing of those whom it exists to serve.

As of this writing the U. S. is suffering through the beginnings of what may become the worst inflation/depression period in its history. It is likely the squeeze to the American pocketbook is having its effects on the purchase of fuel and fuel-related products. The simple

fact of a drastic money pinch may have as much effect on national lifestyles as all the efforts taken by FEA communications.

Perhaps that's ok; perhaps it's really only the final results that count.

Government public affairs will be a crucial key in the future of this country and in the world of energy users.¹ Failure to communicate, or failure to communicate in prompt and timely fashion, could conceiveably cause hardships and/or disasters of major proportions. Further, it will be necessary to ensure public understanding of, and compliance with, many of these critical communications. The general public as well as the corporate world must be convinced of the reality of the energy shortage, the finite nature of energy itself and we must be convinced that each individual must do his/her part to combat the problem. This fact is true for this nation and for every other nation sharing our rapidly compressing world. We're all in it together.

How FEA public affairs uses its tools and expertise--and how effectively it communicates--will depend largely on the wisdom of its leaders. Certainly the message it has to deliver is a critical one, both for this country and the world.

We've come a long way from Titusville and Pithole. Whether the distance will have been covered for good or for ill will ultimately be a question which only history can decide. But history can be greatly aided by the direction this country takes today and tomorrow.

FOOTNOTES

¹ Thomas O'Toole, "U. S. Waste of Energy Remains Vast." The Washington Post, 24 February 1975, p. A1.

² A Washington Post editorial on January 7, 1975 made this point saying "A cut of 10 miles an hour on the roads seems a cheap price to pay for 10,000 lives." This figure was the estimate of those still living because of the effects of the energy crisis and slower speed limits who might not otherwise be alive.

³ William E. Griffith, "It's Our Move In The Middle East." Reader's Digest, February 1975, pp. 72-76.

⁴ Peter F. Drucker, Management: Tasks, Responsibilities, Practices, (New York: Harper and Row, 1974), pp. 301-302.

⁵ Ibid., p. 618.

APPENDIX A

Bob Nipp Memorandum of
25 September 1974 to his staff

FEDERAL ENERGY ADMINISTRATION

September 25, 1974

Bob Nipp



Student Research in FEA Communications and Public Affairs

John Treanor
Pauline Labrie
John Maffre
Margaret Earl
Gene Guerny

Bob Fitzpatrick
Gene Curella
Pete Keay
Pat Donnelly
Dave Mackin

For the next several months a graduate student from American University will be observing and researching C&PA activities. His purpose is to write a thesis for a Masters degree.

The student's name is Dan L. Davidson, and he is a Lieutenant Commander public affairs specialist in the U.S. Navy.

His work will involve both the early history of FEO public affairs as well as our current organization and broad range of daily C&PA efforts.

Dan has assured me he will be as unobtrusive as possible in his work, and I would like you all to know his project has my blessing and encouragement. In the immediate future he will be attending your sessions with the management review team, under Mr. Hamza, although he will have no official connection with the team.

APPENDIX B

FEA press release of 27 June 1974:
"FEA Born by President's Order,
Sawhill outlines FEA Organization"

FEDERAL ENERGY ADMINISTRATION
Communications and Public Affairs
U.S. Post Office Building
Benjamin Franklin Station
Washington, D.C. 20461
Telephone: 961-6161

FOR IMMEDIATE RELEASE

Jun. 27, 1974

FEA BORN BY PRESIDENT'S ORDER,
SAWHILL OUTLINES FEA ORGANIZATION

The Federal Energy Administration was born today when President Nixon proclaimed its official life by Executive Order, and FEA Administrator John C. Sawhill announced official organization plans for the Agency.

The President, on June 25, prior to leaving for his Moscow Summit Meeting, signed Executive Order 11790, "providing for the effectuation of the Federal Energy Administration Act of 1974," on June 27.

Administrator Sawhill said about his new agency plans, "The organization we have set up provides us with an energy management structure responsible for formulating, shaping, and executing national energy programs, and for moving ahead with the President's Project Independence initiative."

He outlined what he called a "streamlined" organizational structure, which includes a Deputy Administrator, a General Counsel, and six Assistant Administrators. Previously, the Federal Energy Office had eight Assistant Administrators.

Sawhill identified several major changes. First, the formulation of policy and analysis was consolidated into one office; second, data collection and analysis was integrated into one system, thereby eliminating duplication and overlapping; and third, further steps were taken to enhance the internal management of FEA.

"This plan," Sawhill said, "provides FEA with a single focus for the policy, data, management, and long-range planning functions. And where we had the regulation function dispersed, we now have a single focus for development and enforcement of these regulations. The organization also identifies staff Assistant Administrators to plan and provide direction to accomplish Presidential objectives and Administration priorities, and to meet the requirements of our enabling legislation."

In addition to the General Counsel, the six Assistant Administrators cover these areas:

- Operations, Regulations, and Compliance;
- Resource Development;
- Conservation and Environment;
- International Affairs;
- Management and Administration; and
- Policy and Analysis.

Ten Regional Administrators will also act to implement all agency programs at the regional level.

Accompanying this release is an organization chart which includes descriptions of these and other key functions.

"Overall," Sawhill said, "the organization is about as streamlined as we could make it within a minimum span of control. FEA is in existence for one reason: to act as a catalyst in drawing together energy efforts within the Federal government, in coordination with the private sector and the American public, to move us toward energy self-sufficiency. This organization provides the framework within which we can begin to accomplish that task."

The President signed the FEA Act into law on May 7, 1974.
E-74-270

ADMINISTRATOR

DEPUTY ADMINISTRATOR

COMMUNICATIONS
& PUBLIC AFFAIRS

LETTERS TO THE EDITOR: I WOULD LIKE TO CALL YOUR ATTENTION TO THE PRACTICE OF THE STATEMENT OF PUBLIC OFFICIALS IN WHICH PUBLIC OFFICIALS STATE THEIR STANCES, RECENTLY, ON A PARTICULAR ISSUE. ACCORDING TO THE STATEMENT, PUBLIC OFFICIALS ARE NOT ALLOWED TO DISCLOSE THE SOURCE OF MATERIALS OR THEIR SPECIFIC BELIEFS. WHETHER THESE STATEMENTS ARE MEANT TO BE OF OFFICIALS, UNOFFICIALS, OR OTHER INDIVIDUALS, THEY ARE OF GREAT USE IN DETERMINING THE POSITION OF A PUBLIC OFFICIAL.

ASSISTANT
ADMINISTRATOR
POLICY AND ANALYSIS

PRIVATE GRIEVANCES
AND REDRESS

CONGRESSIONAL
AFFAIRS

INTERGOVERNMENTAL
AND REGIONAL
INSTITUTIONS

GENERAL COUNSEL

ASSISTANT ADMINISTRATOR
INTERNATIONAL AFFAIRS

ASSISTANT ADMINISTRATOR
CONSERVATION
AND ENVIRONMENT

ASSISTANT ADMINISTRATOR OPERATIONS, DEPARTMENT OF GOVERNMENT

REGIONAL ADMINISTRATORS

APPENDIX C

Objectives of FEA Public Affairs
as listed in September of 1974

9/74

MBO MANAGEMENT CONFERENCE

Communications and Public Affairs

Statement of Objectives

To ensure that the activities of FEA are presented to the public; to provide the public easy access to information under the Freedom of Information Act; to provide prompt and accurate responses to the public and the media; and to improve public understanding of FEA functions and purposes as outlined by the "Federal Energy Administration Act of 1974" to include:

- Making public any information, reports, and summaries necessary to keep the public fully and currently informed.
- Informing the public of the need to reduce the rate of growth of energy demand through voluntary energy conservation.
- Communicating the importance of energy independence by the 1980s.

Major Activities

Establish and implement a total communications program.

Current Milestones

1. Communicate to all public audiences FEA's mission, policies and programs, and the need for conservation:

a. Communicate to general public through speeches, articles, filmstrips, exhibits, news conferences, interviews, news releases, broadcasts, and personal appearances;

b. Provide daily information to media outlets and government agencies plus bulk deliveries to Congress and the media;

c. Respond to individual telephone inquiries and walk-in requests from the media;

d. Ensure that FEA's programs and policies are communicated to all minority groups such as the Spanish language program which includes press releases in Spanish, Spanish radio announcements thrice weekly, and constant personal contact with Spanish organizations and media;

e. Provide support to White House, and maintain liaison with local, State, and other Federal officials.

2. Maintain a press release room for telephone inquiries and walk-in requests from the public including consumer and environmental groups, and industry representatives seeking published FEA information.

3. Coordinate all speech requests and provide speakers for major forums.

4. Review and provide assistance and material on all speeches presented by FEA staff to ensure consistency and quality in communicating FEA policies and programs.

5. Implement a system of internal communications:

a. Monitor press, radio and television, and relay pertinent information to the Administrator, Assistant Administrators, and other concerned staff.

b. Gather information regularly from Assistant Administrators and all other internal sources, for widest possible communication of FEA activities.

c. Offer Administrator, Assistant Administrators, and other top staff advice and counsel.

d. Clear news releases and statements from regional offices.

e. Relay "Highlights," news releases and other pertinent information to the regional offices.

f. Gather information, write, print and distribute "FEA Highlights."

Implement the Freedom of Information Act.

Current Milestones

1. Respond promptly to all information requests from the public.

2. Develop and coordinate liaison with all Assistant Administrators to ensure that the public receives information within the time prescribed by the Freedom of Information Act.

3. Research every request separately to ensure the public receive accurate information.

4. Set up a reading room where Task Force reports and public comments are available for public review.

5. Collaborate with General Counsel on advisability of releasing sensitive material.

6. Establish procedures and keep records for classification and dissemination of materials.

7. Assist the regions in establishing information access procedures.

ISSUE: The Freedom of Information officers are having difficulties getting timely General Counsel decisions. At issue is the need for a full-time lawyer in the General Counsel's Office to relieve delays in providing responses.

Develop, implement and monitor Public Affairs and other aspects of the Project Independence programs.

I - Current Milestones -- Hearings and Report to the President

1. Provide public service announcements to all radio and television stations, as well as posters and fliers announcing public hearings in each region.

2. Provide exhibits to the 10 regional offices for use prior to, during, and after the Project Independence public hearings.

3. Develop, write, edit, and deliver press kits through personal contact to national and regional media in advance of each public hearing.

4. Provide assistance to media during the hearings and assist regional staffs in setting up hearings.

5. Edit and publish transcripts of each public hearing.

6. Edit and publish Project Independence Blueprint.

7. Publish Energy Task Force reports.

II - Current Milestones -- Long-range follow-up activities

1. Coordinate 11th hearing in Washington, D. C., and perform all media work related to it.

2. Conduct briefings for Public Affairs Officers from other government agencies.

3. Conduct field briefings to selected organizations, consumer and conservation groups, and industry representatives.

4. Continue radio and television appearances to keep the public informed of the need for energy independence.

5. Continue the placement of articles and columns in newspapers and special interest publications.

6. Continue background briefings for media.

Develop publications and distribution system.

Current Milestones

1. Write, edit, and prepare fact sheets, and other topical pieces for public information, to include: Fact Sheets on Nuclear Energy, Coal, Solar Energy, Deepwater Ports, Oil Shale, and Oil and Gas Resources; "Tips for Energy Savers;" "Agriculture Handbook;" and selected speeches.

2. Review and edit manuscripts from other program offices.

3. Coordinate with program offices the planning, preparing, and dissemination of publications.

4. Develop policy and procedures for review, clearance, control, and distribution.

5. Monitor funds for printing and distributing publications.

6. Direct distribution of all publications and fill requests for publications already in print.

Prepare and provide research and briefing material to Administrator and senior staff.

Current Milestones

1. Provide briefing books and highlight articles of interest to Administrator and Assistant Administrators.

2. Prepare and update energy fact book for the Administrator and senior staff for in-house reference of energy statistics and general facts.

3. Prepare position papers for Administrator and top staff.

4. Monitor all energy-related developments and gather and file materials relating to them.

5. Subscribe to and catalogue energy publications.

6. Maintain slide library for use in preparing photo stories, public speaking presentations, publications, and for loan to schools, to interested civic organizations, and to government agencies.

7. Fulfill special research requests as required by the Administrator/Deputy, speech writers, media relations, and regional offices.

Develop and produce special information and education programs and campaigns.

Current Milestones

1. Produce 30-minute color film on Project Independence.

2. Produce visual aids, vugraphs, slides, charts, calligraphy, and other graphic material.

3. Produce at least 2 radio spots each day using FEA or other energy news and make available to all 6,000-plus AM and FM stations.

4. Produce special features with Assistant Administrators to be fed to radio stations in special interest areas.

Respond on behalf of FEA to public and Congressional correspondence.

Current Milestones

1. Research answers for mail received within FEA.
2. Answer public and Congressional mail on a timely basis.
3. Answer White House mail on energy matters.
4. Prepare special mail requests for Administrator, Assistant Administrators, and other top FEA officials.

ISSUE: Communications and Public Affairs contracted for and received a logo design for FEA. The Assistant Administrator for Management and Administration objected to the logo design which had already been approved, and issued a contract for a new logo without our knowledge. Resolution of issue is urgent.

APPENDIX D

"FEA Highlights" of 2 December 1974

Federal Energy
Administration
Washington
D.C. 20461

December 2, 1974

President Taps Zarb..... President Ford Nov. 25 announced his intention to nominate Frank G. Zarb, 39, to succeed Mr. Sawhill as Administrator. Assumption of the Administrator's post by Mr. Zarb would mark his return to Agency he helped organize during height of last winter's energy crisis. At that time, then-Admin. William E. Simon asked Mr. Zarb to join the Federal Energy Office -- forerunner of the FEA -- as Acting Administrator for Operations, Regulations, & Compliance. In that job, he was charged with coordinating preparation of mandatory allocation regs, & setting up FEO's Compliance & Enforcement Program. One of his principal achievements was organizing & staffing FEO's regional offices in 10 major cities & clearing up a heavy backlog of applications for fuel allocations. Mr. Zarb is now Associate Director of the Office of Management & Budget for Science, Energy, & Natural Resources. His responsibilities at OMB is that of overseeing budgeting for all energy programs. Mr. Zarb, a native of Brooklyn, holds Bachelor's & master's degrees from Hofstra University. Married with 2 children, he resides in McLean, Va.

A Bolsters RARP Program..... Acting Asst. Admin. Gorman C. Smith (Operations, Regulations, & Compliance) announced Nov. 27 that -- effective Dec. 31 -- FEA is more than doubling the size of its Refinery Audit Review Program (RARP) staff, from 87 auditors to 188 & assigning a force of 212 auditors to review prices charged by crude oil producers. Smith reported that RARP program has completed two cycles of audits U.S. refiners, the first resulting in about \$93 million in refunds & rebates to both consumers & private industry. Second cycle -- completed Dec. 31 -- may top dollar figure of first cycle when final figures are calculated later this month.

Energy Resource Development..... Donald B. Craven, Assoc. Asst. Admin. for Finance & Incentives, will represent ERD this week in several important Washington speaking appearances: Tomorrow, American Institute of Chemical Engineers on "The Early Action Program." Wed., Rural Electric Cooperative Finance Corp., on "Government Conservation Programs for Rural Electric Cooperatives." Thurs., Petroleum Marketing Education Foundation on "The Role of Petroleum Marketers in Government Affairs." Al Kuhn, Acting Assoc. Admin. for Energy Conversion, is working with Nuclear Energy Commission & staff of Joint Committee on Economic Energy, pending legislation to provide for standards & facility siting for nuclear power plants. **Robert Beck, Program Analyst in Office of Program Development, in Salt Lake City through tomorrow to attend review conference on the proposed Kaiparowits Project, a large coal-burning electrical generating complex in southern Utah...conference reflects 's priority on converting electric utility plants from oil and gas.



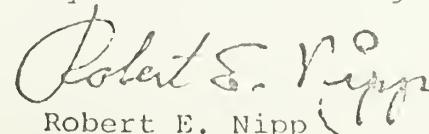
~~In Speaks In London~~Clement B. Malin, Acting Deputy Asst. Secy., (International Affairs) is keynoter speaker today at Fourth International Investor Conference in London. More than 300 money managers will hear Mr. Malin talk about the international energy situation... particularly about options available to U.S. in solving its energy problems. A major focus will be on the international economic impact of energy policy...Sessions to continue through Wednesday at London's May Hotel.

~~In San Diego~~Asst. Admin. Roger Sant (Cons. & Environment) in San Diego, Thurs. to discuss role of regulators in Project Independence at 36th Annual Convention of the National Assn. of Regulatory Utility Commissioners (NARUC)...later in day at San Diego, talks about energy & urban transportation at the Metropolitan Assn. of Urban Designers & Environmental Planners' Third National Seminar on planning, designing, & implementing bicycle & pedestrian facilities. On Friday, Mr. Sant will tour geothermal development sites in Imperial Valley, Calif.

~~Hogan Presents Paper~~Dr. William Hogan, Director, Office of Quantitative Methods presented paper on Project Independence Evaluation System at National Petroleum Refiners' Assn. Computer Conference Nov. 18-19 in San Francisco...He gave same presentation before Rand Corp. execs. in L.A., Nov. 21 and at UCLA Nov. 22. **David Wood, Director, Office of Energy Systems, discussed "The Overview of the Project Independence Blueprint" at recent Governor's Energy Project Meeting in Austin, Tex... also presented paper on "The Long Run Demand for Energy" before Refiners' Computer Conference in San Francisco.

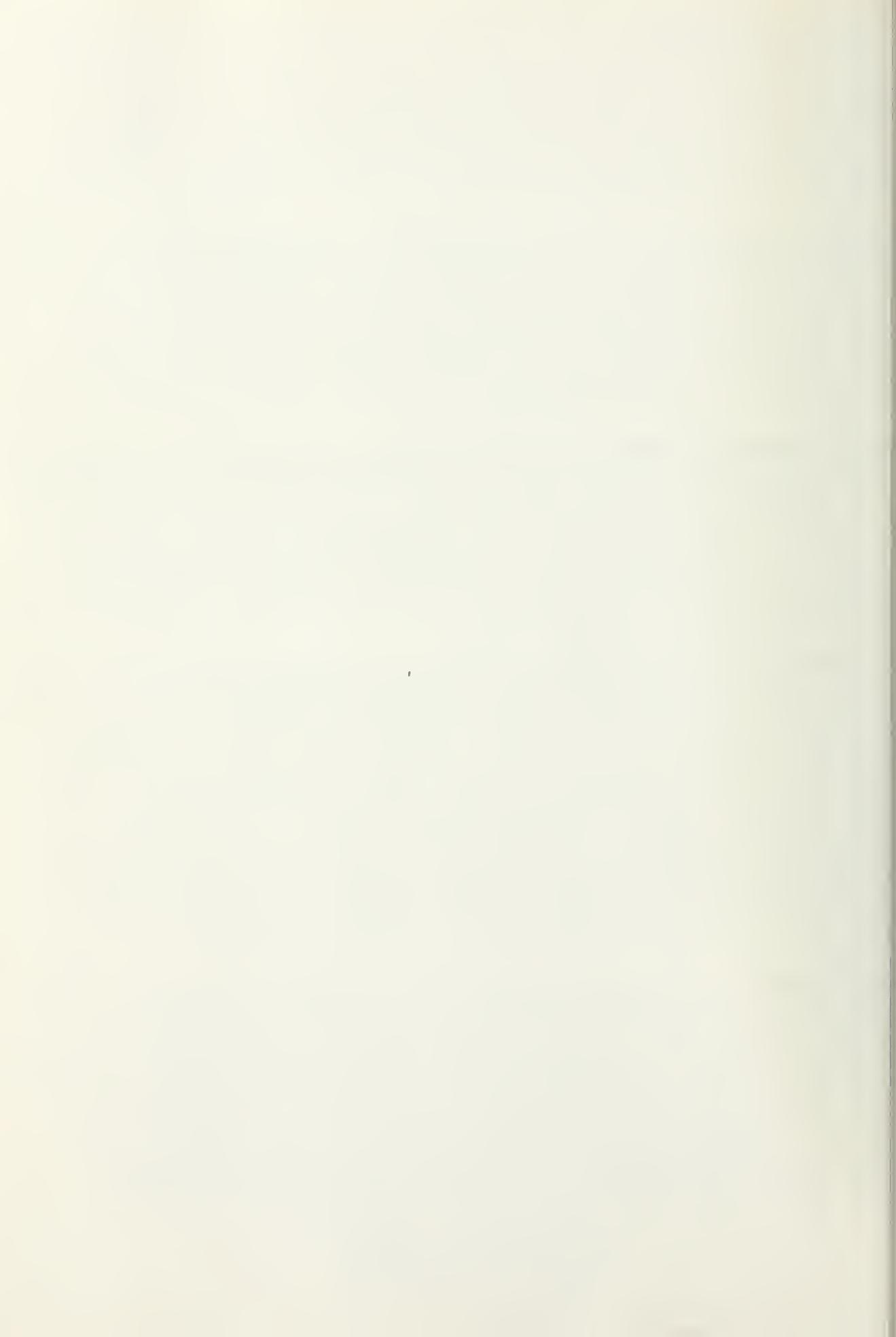
~~No Sessions Set Wednesday~~Plans to eliminate enough of the nation's oil-fired electrical plants to save 1 million barrels of oil per day by 1980 will be discussed by Federal & State officials & private industry execs. Wed...The "Utility Oil Savings Conference" will be held at the Federal Departmental Auditorium, Constitution Avenue, (between 13th and 14th Streets) between 9 a.m. & 5 p.m. Attending will be reps. of state utility regulatory commissions, state governments, the utility industry, the coal industry, equipment manufacturers, environmental & consumer groups, & Congress...public also invited. ** On same day, FEA will hold public symposium on enhanced oil & gas recovery...symposium open to press & public -- will explore problems surrounding development & increased use of enhanced recovery methods. Meeting to begin at 9 a.m. in FEA Conference Room, 3000-A, Federal Building, 12th St. & Penn. Ave.

~~General Counsel~~FEA Nov. 29 adopted regs under which users of natural gas & other fuels can obtain supplies of fuel oil as an alternate fuel when their primary sources are curtailed or otherwise become unavailable. The new rules require users of natural gas or other energy sources subject to federal or state regulation to submit documentation that their primary sources of energy have been or may be curtailed in order to qualify for the oil allocations. If an energy user already has a supplier of an allocation of fuel oil -- & merely requires additional amount because of a curtailment of another fuel source -- should apply to his supplier for an adjustment...A user without a supplier should apply directly to FEA for assignment of a supplier.



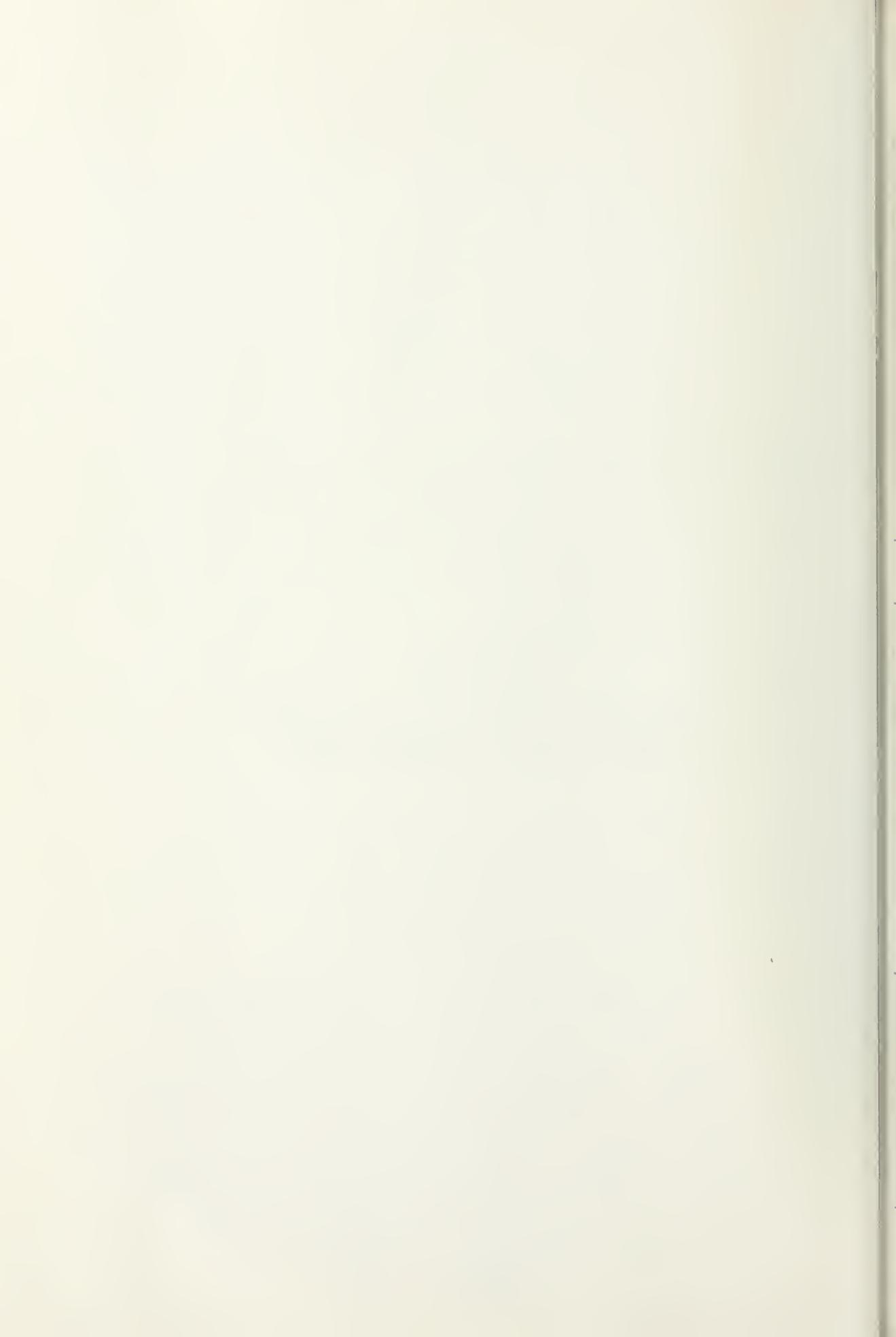
Robert E. Nipp
Director

Communications and Public Affairs



APPENDIX E

FEA Public Affairs organization
chart as of 11 November 1974



ENERGY RESOURCE COUNCIL

DEPUTY

Regional Liaison

ASST. DIRECTOR
MEDIA RELATIONS
COMMUNICATION /
3

PROGRAM
Liaison

- Liaison with ASST. ADMIN-
ASSISTORS
- Prepare news releases, fact sheets, etc.
- Respond to media calls
- Arrange news conferences, briefings, interviews
- Write press releases
- Motion pictures
- Radio/TV
- Advertisements, media relations, radio/tv accounts

- Charts, graphs
- Publication design
- General art services
- Visual Projects
- Slide sets & filmstrips
- Special presentations
- Photo Journalism

- Respond to speaking requests
- Coordinate FEA speaking program
- Prepare weekly speaking schedule.

- Write current articles CP EC pieces, byline
- Press releases
- Internal mail
- Prepare background analysis, briefings books for Admin.
- Publications
- News clippings
- Provide typists assistance
- Prepare & update Environ. Fact Books

- Personnel & payroll
- Procurement
- Contract
- Budget control
- Supplies
- Travel
- Space

- Arrange "Advance work" for speakers
- Speech writing
- Prepare speeches for Admin. & Dep. Admin.

- Write current articles CP EC pieces, byline
- Press Room
- Respond to general letters from public, White House and Congress
- With trade associations & industry, develop energy-related themes for commercial advertising
- Daily radio feature sends
- Coordinate outside radio/TV production
- Advise FEA officials on radio/TV techniques

- Write current articles CP EC pieces, byline
- Press releases
- Internal mail
- Prepare background analysis, briefings books for Admin.
- Publications
- News clippings
- Provide typists assistance
- Prepare & update Environ. Fact Books

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ASST. DIRECTOR
ADVISOR DIRECTOR
SPECIAL PROJECTS /
3

Publications

- Write & edit original publications
- Edit other FEA publications and reports
- Coordinate clearances, printing, graphics for all FEA public publications and reports
- Plan & design publication distribution
- Monitor publishing contracts

- Write & edit original publications
- Encourage volunteer groups to assist in FEA programs
- Evaluate programs

- Arrange "Advance work" for speakers
- Speech writing
- Prepare speeches for Admin. & Dep. Admin.

- Respond to speaking requests
- Coordinate FEA speaking program
- Prepare weekly speaking schedule.

- Personnel & payroll
- Procurement
- Contract
- Budget control
- Supplies
- Travel
- Space

- Arrange "Advance work" for speakers
- Speech writing
- Prepare speeches for Admin. & Dep. Admin.

- Write current articles CP EC pieces, byline
- Press releases
- Internal mail
- Prepare background analysis, briefings books for Admin.
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- News clippings
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- Publications
- News clippings
- Provide typists assistance
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- Write current articles CP EC pieces, byline
- Press releases
- Internal mail
- Prepare background analysis, briefings books for Admin.
- Publications
- News clippings
- Provide typists assistance
- Prepare & update Environ. Fact Books

Administrative Services

- Respond to speaking requests
- Coordinate FEA speaking program
- Prepare weekly speaking schedule.

- Personnel & payroll
- Procurement
- Contract
- Budget control
- Supplies
- Travel
- Space

- Arrange "Advance work" for speakers
- Speech writing
- Prepare speeches for Admin. & Dep. Admin.

- Write current articles CP EC pieces, byline
- Press releases
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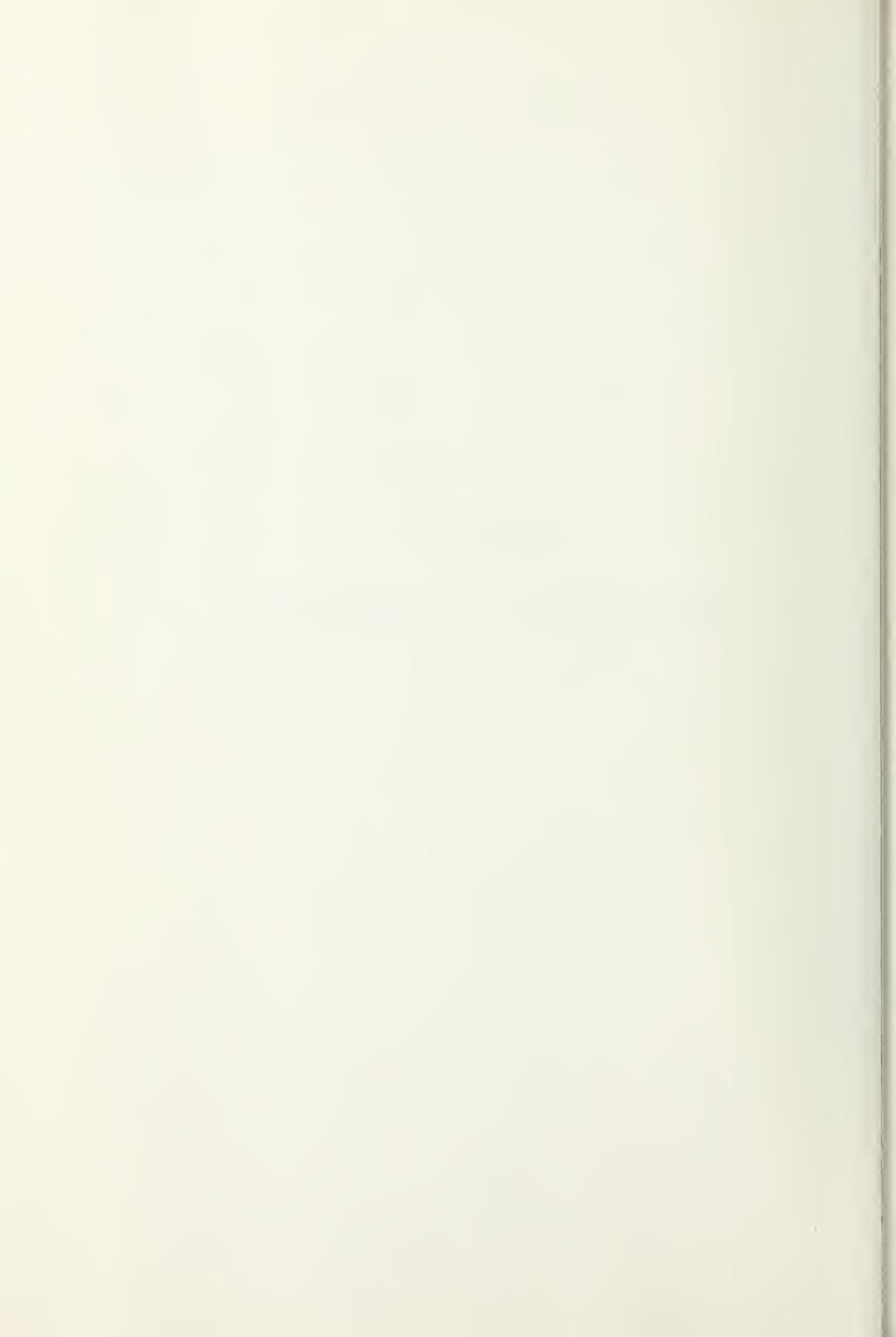
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APPENDIX F

FEA press release of 4 December 1974;
"FEA Celebrates First Anniversary"



FEDERAL ENERGY ADMINISTRATION
COMMUNICATIONS AND PUBLIC AFFAIRS

FEDERAL BUILDING
WASHINGTON, D.C. 20461

FOR IMMEDIATE RELEASE

December 4, 1974

FEA CELEBRATES FIRST ANNIVERSARY

The Federal Energy Agency is one year old today. Created by Presidential Order, the Federal Energy Office -- now the Federal Energy Administration -- was born December 4, 1973, to handle a critical energy situation:

- -- Domestic crude oil production was declining;
- U.S. energy demand was on the increase; and
- Arab nations had cut off oil supplies to the U.S.

The Nation had lost 2.5 million barrels of oil a day, about 13 percent of our daily consumption, due to the Arab embargo, but the real problem was that we lacked a central decision-making point on energy policy.

As the Senate opens hearings today on Frank G. Zarb, nominated to be FEA's third Administrator, the proceedings before the Interior and Insular Affairs Committee will be more informed and more orderly compared to the hectic post-Thanksgiving weekend last year, when a concerned Administration was rushing to piece together an agency and program to deal with an unprecedented crisis.

-more-

E-74-503

Since FEA's birth, three men have been intimately involved helping the nation through the crisis and developing the framework for an overall national energy policy: William E. Simon, now Secretary of the Treasury, but then FEA's first administrator; John C. Sawhill, Deputy to Simon and present Administrator; and Frank G. Zarb, who has been nominated to succeed Sawhill. Zarb helped shape the allocation program FEA's Acting Assistant Administrator for Operations and Compliance and was instrumental in formulating the newly-isolated Energy Research and Development Administration, and has been serving as Executive Director of the Energy Resources Council since its establishment. The three pointed out that:

1. The Nation today has an allocation program which can quickly react to emergencies;
2. The American consumer today is better protected from repricing of fuel oil, gasoline, and other petroleum products;
3. The Nation today has an important guide for the shaping a national energy policy; and, most importantly,
4. The American consumer today better understands the energy problem and the importance of energy conservation.

Sawhill said that, in spite of these advances, the Nation, and Agency that Zarb will head, is faced with several problems. example:

Domestic petroleum production has continued to decline. Production in 1972 was almost 9.5 million barrels daily, 9.1 million barrels daily in 1973, and under nine million barrels day in 1974. In the four weeks ending November 15, 1974 -- latest figures -- domestic production was 8.6 million barrels

Over the same period, U.S. imports of crude and petroleum products have increased from 1972 levels of 4.7 million barrels a day (with an annual outflow of about \$6 billion) to the 1974 four week period average of 6.9 million barrels daily. This is almost exactly the same quantity as in the same four week period in 1973, but with world oil prices skyrocketing, the annual outflow in 1974 will total more than \$27 billion.

Fortunately, our energy habits in the United States are improving. Our demand for energy has decreased. The four week average ending November 15, 1973 was 18.1 million barrels of oil used in the U.S. daily. In 1974, this had dropped to 17.7 million barrels daily. However, if our domestic production continues to decline and our use of crude and product either increases or remains the same, this will mean a continuing reliance on more imports.

"Several of our major problems remain, if they are less spectacularly evident," said Sawhill. "But I am more confident now than a year ago in our energy future, because we have set up the mechanisms by which the problems can be addressed -- and solved."

=FEA-

HIGHLIGHTS OF THE PAST YEAR INCLUDE:

- ** The mandatory allocation program ensures that oil supplies are distributed as equitably and widely as possible
- ** The nation's first energy agency provides a focal point for most energy activities
- ** The FEA staff, having been through the dark days of last winter and spring, are now seasoned, trained, and dedicated to following through on the job started
- ** Contingency plans for gasoline rationing, coal shortages and natural gas shortages are ready for action if needed
- ** Energy conservation plans have been set for industry and business and consumers, and the effects are already appearing
- ** Oil companies must report the details of their operations, and the information is already being used to improve policies
- ** Over 30 advisory committees have been set up as one of several means to include all Americans in the policy-making process
- ** The massive 4,000 page "Project Independence Report" was completed, which included testimony from over 1,600 witnesses at hearings held around the country
- ** Regulations, hastily written during the crisis last winter, have been refined and clarified, and are now being properly enforced
- ** State energy offices and FEA regional offices are in place and working, to help businessmen and consumers with energy problems

(more)

PWA DIARY

1973

- Dec. 4: President signs Executive Order No 11748, FEO is born, Simon named Administrator
- Dec. 4-10: Executive actions taken to staff FEO; deal with crisis (truck strike, emergency fuel allocations, gas price ~~prices~~) resolve 15,000 backlog cases, start energy conservation.
- Dec. 12: FEO organization announced
- Dec. 13: Govt. agencies told to cut energy use. Oil exports curtailed.
- Dec. 14: First Advisory committees formed.
- Dec. 15-20: FEO meets with energy users; warns on promotion of electricity; provides fuel for international air lines; asks motorists to cut gasoline use to 10 gallons per week.

Dec. 20: Citizens asked to initiate strong energy conservation program, dial thermostats down, drive slower, weatherproof houses, cut lighting.

Dec. 21-30: Public service ads urge conservation, utilities asked to share fuel; utilities switch to coal; gas rationing plan announced; FEA halts stockpiling of fuel, gas price gougers hit.

Dec. 30: FEO announces cleanup of 15,000 hardship cases

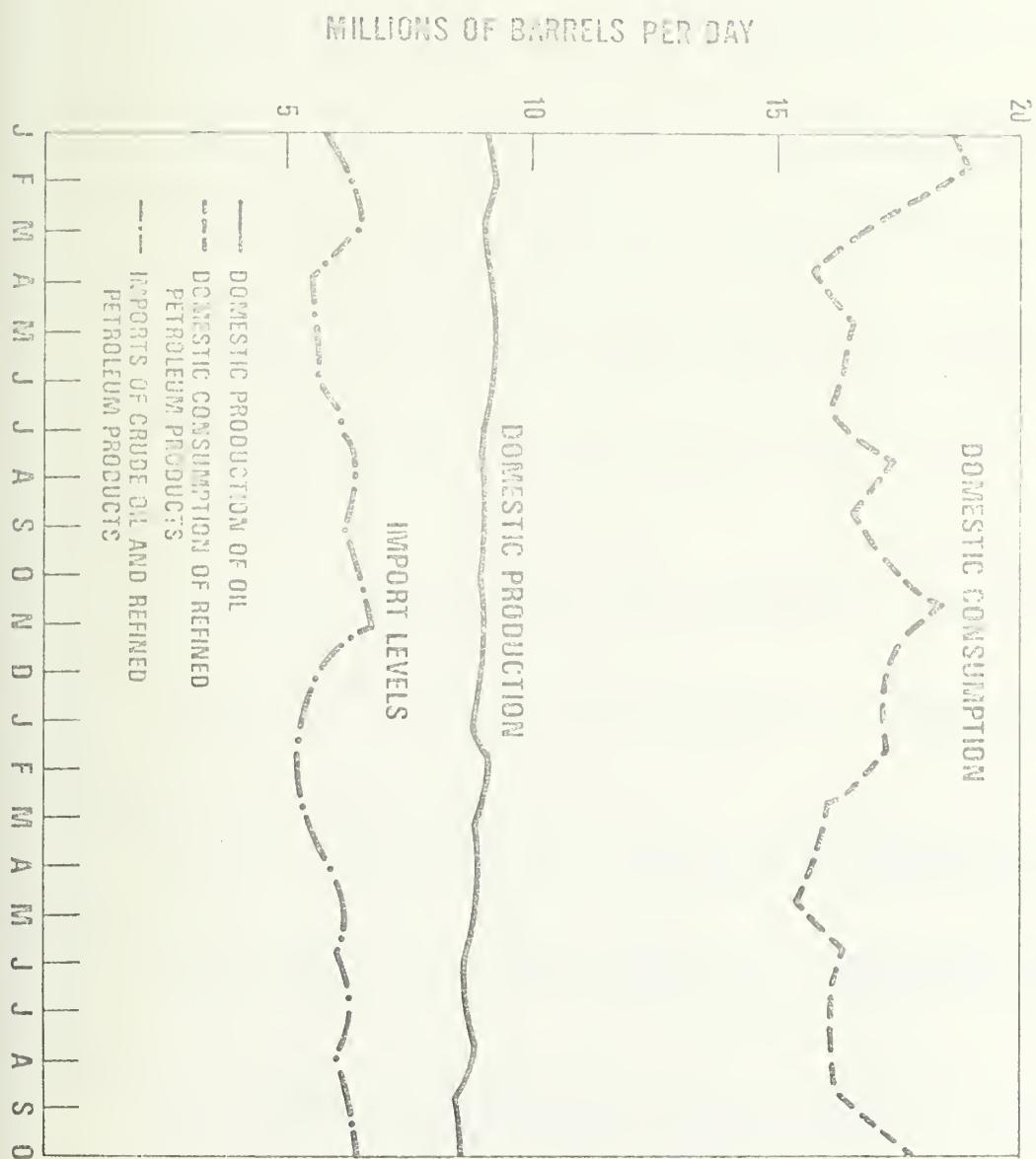
1974

- Jan. 7: Help asked for independent refiners.
- Jan. 10: FEO announces program to audit oil companies.
- Jan. 11: Truckstops continue to provide fuel, prices checked daily.
- Jan. 13: Nine electric utility plants switch to coal.
- Jan. 16: New regulations controlling flow of fuel implemented; flexibility promised.
- Jan. 22: Crude oil program announced, major refiners to share with independents.
- Jan. 25: Special office created to help consumers.
- Jan. 26: FEO helps to find steel for oil drilling
- Jan. 28: First fuel allocations announced.
- Feb. 4: Minimum purchase of gasoline urged as lines swell at pumps; daylight saving time urged.
- Feb. 7: States urged to quell panic buying at gas pump.

- 15: Non-discriminatory rule at gas pump price reductions ordered on propane.
- 22: Energy Conservation Corps announced.
- 6: State-owned crude ruled to be controlled.
- 8: States develop energy offices.
- 4: "Operation Harvest" initiated, guarantees gasoline for migrant workers.
- 8: FEO urges permanent 55 mile per hour speed limit. First post-embargo shipment of crude arrives from Arab source.
- 17: Simon named Secretary of the Treasury. Sawhill named new administrator.
- 26: FEO and Agriculture Dept. assist farmers on fuel needs.
- 13: FEO issues first energy conservation contracts.
- 24: National Energy Information Center created.
- 25: FEO issues "Tips for Energy Savers".
- 13: First electric utility conference held to discuss problems in industry.
- 14: FEO calls for better public transportation: FEO releases \$5 million to help state energy offices.
- 17: FEO relaxes strict fuel allocation program.
- 20: Sawhill names 28 distinguished Americans to Project Independence advisory committee.
- 25: Federal Power Commission asked to increase natural gas supply.
- 27: THE FEDERAL ENERGY OFFICE OFFICIALLY BECOMES THE NEW FEDERAL ENERGY ADMINISTRATION.
- 28: Series of public hearings announced to gain public comment on Project Independence; U.S.--USSR agreement signed to exchange energy information.
- 10: New phase of energy conservation among business, industry announced by FEA, Commerce Department.
- 5: FEA warns major oil companies on hard-sell tactics.

- 6: First Project Independence hearing opens in Denver; FEA announces policy on synthetic natural gas.
 - 7: Sawhill, Dent meet with steel executives on energy conservation.
 - 15: FEA vows help for anthracite coal production in Pennsylvania.
 - 29: Strict code of conduct for FEA employees announced.
 - t. 5: FEA strengthens procedural reqs.
 - 10: Prudent use of holiday lighting urged.
 - 20: FEA and EPA jointly announce results of 1975 auto tests;
 - 23: Defense Production Act invoked for Alaska Pipeline construction
 - 25: FEA awards \$10 million to states for continued energy conservation.
-
- 4: New U.S.-USSR energy agreement signed at FEA.
 - 7: Tips for motorists issued by FEA.
 - 25: FEA awards first study of Public lands for "energy parks".
 - 5: New regulations on distillate fuel issued; homeowners still asked to "dial down".
 - 12: FEA issued final Project Independence Report, massive effort to guide national energy policy.
 - 15: Operation Button-up announced; homeowners urged to weatherize.
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- 19: Hearings set for enhanced recovery of old oil refinery capacity.
 - 25: New rule issued for aviation fuels.
 - 3: Crude equalization rule issued...hope to equalize price of controlled crude and high priced uncontrolled, imported crude.
 - 4: FEA is one-year old.

RECENT PETROLEUM EXPERIENCE



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Federal Energy Pub-
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REF ID: A78887
1977

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